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Library Trends

Library Services to the Aging

ELEANOR PHINNEY
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Introduction

ELEANOR PHINNEY

THIS ISSUE OF *Library Trends* is the direct outgrowth of the work of the ALA Committee on Library Service to an Aging Population, a committee whose inception and accomplishments are referred to throughout these papers, and detailed by Javelin. The need for such an issue was first discussed by the committee at about the same time it formulated "The Library's Responsibility to the Aging" statement which appears in the Javelin paper. Both the statement and plans for this issue were designed to follow up on the ALA surveys of 1957 and 1959,[1] which also had been planned and evaluated with the help and advice of this committee.

How much benefit this issue derives from the lapse of years between inception and publication is for the reader to judge, but one striking fact must be pointed out—the issue comes on the heels of several key events—the 1971 White House Conference on Aging, the 1972 completion of Kanner's thesis, "The Impact of Gerontological Concepts on Principles of Librarianship,"[2] and the two-phase *National Survey of Library Services to the Aging*,[3,4] which took place in 1971-1972. The interaction of these events and their significance to the field of library service to the aging is evident in all of these papers. One other publication which may well have as much influence as the foregoing on the future development of such services also is cited—*A Strategy for Public Library Change*. As Romani points out, the fact that a major study of the future direction of public library service includes among its recommendations the development of "service to meet the needs of the disadvantaged, the handicapped and the institutionalized, minorities, and the aging,"[5] holds much promise.

No definition of "aging" was prescribed for the authors of these papers, but it is evident that the services and programs discussed, follow-

Eleanor Phinney was formerly executive secretary of the Adult Services Division, American Library Association (1957-68), and of the Association of Hospital and Institution Libraries, American Library Association (1958-70).

ing the definition set up by the *National Survey,*[6] are designed largely for the population 65 and over. It is also clear that these writers recognize that using the chronological base, though a convenient and entrenched practice, is essentially an arbitrary choice. The philosophy that underlies their work is better expressed in the definition offered by Clark Tibbitts, "the survival of a growing number of people who have completed the traditional adult roles of making a living and child rearing."[7]

Any discussion of library services for older people should be undertaken with the pertinent facts on the basic characteristics of this age group in mind, and here we too are forced to deal with the figures for those 65 years and over. Since the 1971 White House Conference on Aging and the changes recorded by the 1970 decennial census have served to focus attention on these facts, they have been cited in more or less fullness and with such frequency that a complete presentation here seems unnecessary. A useful summary and some of the implications for library service which may be drawn from these facts appear in the *National Survey,* and form the basis for the following.*[8]

In 1970, there were 20,050,000 Americans aged 65 years and over. It is estimated that our aging population will reach 25 million by 1985—a 25 percent increase—and 28 million by the year 2000. This age group is increasing faster than the total population, and now constitutes 9.9 percent of the nation's people. From 1960 to 1970, while the entire United States population increased 13 percent, there was a 21 percent increase among those 65 years and over. In the same decade, those over 75 years old increased at triple the rate of the 65-74 segment of the population.

Persons 65 years and over are found most heavily concentrated in the metropolitan areas, where three out of five are members of this age group, with more living in the central city than in the suburbs. The proportion of women has increased significantly since 1950, now constituting 58 percent of the aging population, while forming 51 percent of the total population. This dominance is more pronounced among those 75 years and over. The proportion of Negroes is disproportionately small; in 1970, their percentage in the total population was 11.2 percent, but only 7.8 percent were in the group 65 years and over. Similarly, the life expectancy for Negroes is markedly lower than that for the total population.

The aging are characterized by low educational attainment, low lev-

* Paraphrased and condensed for use here by permission.

els of employment and income, and living arrangements in which there is more than one person in the household. Of those 65 and older, 60 percent have eight years or less of education. However, since the proportion of those in the 14-64 year old group having only this amount of education has dropped to about one-quarter of the total population, we can look forward to a continuing rise in the educational attainment of those moving into the older age group. In 1900, this group formed 4 percent of the labor force and 4 percent of the total population; now it has dropped to 3.8 percent of the labor force while it has grown to 9.9 percent of the total population. The implications for increased leisure time and reduced income among the aging are obvious; the figures here too bear this out, with the median income of the older person being significantly lower. Slightly less than half are married and living with their spouses; 80 percent of those widowed are females. 1969 statistics show that nearly 66 percent of all elderly women are not living with a spouse, as a result of the longer life expectancy of women and the tendency for men to marry women younger than themselves. The majority of those 65 years and over live in a family setting, but there are 25 percent who live alone or with a nonrelative, and 5 percent live in institutions. Of those not institutionalized, about 81 percent have no chronic physical limitation in mobility.

The *National Survey* emphasizes that, as would be expected from any age group composed of more than 20 million individuals, uniformity is not apparent, and as Romani points out, there are "innumerable variables." The research team draws the conclusion that library interest and potential use by the aging can be expected to increase in proportion to rising educational attainments, with older people making greater demands for both quality and quantity of service of all types and showing improved receptivity for programs designed for the aging.

A further conclusion is that the nonemployed status of most older Americans presents libraries with unique opportunities to serve their intellectual and recreational interests, but the researchers warn that anticipated competition for the leisure time of aging persons will require that libraries make their programs for the aging more attractive by improving program content and by employing greater imagination in program concept and execution. The need for a central reference facility for organizing and making available the ever more abundant and complex information for and concerning the aging is stressed, as are the information needs of gerontologists, social workers and others concerned with the aging. With lower income, less costly activities must be

sought; libraries, which provide one of the least expensive activities available to the individual citizen, need to remind these potential customers that their services are available without charge.

The foregoing conclusions will not come as a surprise to any adult services librarian who has made even a cursory study of the library's potential clientele and its needs, but are significant here as the work of an objective study team skilled in analysis but without training in librarianship or prior commitment to a philosophy of library service. The statistics do not, except by inference, deal with many key factors—sociological, economic and psychological—which should be considered in any discussion of the characteristics of the aging population. Germane also is Kastenbaum's warning, quoted by Casey, "We cannot formulate a final and definitive description of the personality of the older person."

Equally important to an understanding of these papers is a knowledge of the concepts of social gerontology which, whether consciously or unconsciously, underlie the services and programs they consider. These have been summarized by Kanner as follows:

1. The basic needs of older people remain the same as those of other individuals but the resources for satisfying them are greatly diminished in later life.
2. The value systems of an industrial society can adversely affect older persons. The emphasis on youth in our social environment, and the importance of work in establishing an individual's status are examples of values which contribute to second class citizenship for this growing portion of the population.
3. We are presently in a transitional period in which it is evident that cultural values can and do change. Lowered status has come with increasing numbers but with public enlightenment, and social action, the status of older citizens may improve.
4. Older people vary widely in their personal goals for "successful aging," reflecting not only individual life styles, but cultural and social influences.
5. Innate differences in individuals do not diminish in importance with aging. Therefore, we must be extremely careful when generalizing about the physical capacity, health, employment capability, or mental functioning of older people.
6. Physical and environmental factors continue to influence individual and group behavior of older persons.
7. Aging must not be classified as a form of emotional or physical illness. Physiological decline, however, is a concomitant of the aging process, and must be taken into account in designing services and programs for the elderly.
8. Social and psychological growth may take place concurrently with declining physical capacities.

9. Patterns of personality organization and response tend to stabilize by middle age. They are susceptible to change, but radical alterations in personality should not be expected.
10. The potentialities of older people can be developed in many directions if there is effective freedom of choice and opportunity to pursue it.[9]

In the highly useful outline which follows the above, Kanner sets up five categories—Perspectives on the Societal Context of Aging, Social Life Space, Physical Life Space, Aging and Public Policy, Education for Later Maturity—and proceeds to relate them closely and logically to the statement of library purposes developed by the Public Library Inquiry in 1949.[10] His rationale here should be of value not only in training librarians for specialization in services to the aging, but could provide stimulation and impetus for programming in the field.

Particularly relevant to library objectives is one further concept first formulated by Havighurst[11]—that of developmental tasks. This concept states that maturation consists of a series of stages through which each individual passes; in each stage he must learn certain skills and accomplish certain tasks of living with some degree of success before he moves into the next one. That this is fully as true of the later years is something each generation learns for itself (e.g., one must learn to be a grandparent), but which is frequently not well recognized. Adapting to changed social roles, often mentioned as a primary need of the aging, falls within this concept. The role of the library in providing information and materials for the successful accomplishment of such learning is implicit in many of the programs cited in this issue.

It is clear that these papers have been influenced and enriched by Kanner's thesis and the *National Survey*. There are other common and pervasive elements. Certainly the 1971 White House Conference on Aging, while it did not have the seminal effect of the 1961 conference, emerges as a potential benchmark, seeming as it does to have resulted in a renewed concern for the aging as a responsibility of the library. The full extent to which federal funds have stimulated and facilitated the development of programs of service was not conclusively established by the *National Survey*,[12] but references to such programs abound here. In a period of federal fiscal austerity, further documentation of the effective application of such funds may be crucial to wider availability of training and demonstration programs, for example. In addition to the research described by Long, other areas for further research are implicit or identified—further information on creative educative programs, the use of bibliotherapy, and how physical barriers are

being reduced (and it is evident that they are).[13] In particular, means for the identification of the aging individual as a potential user and the need for much more specific understanding of his interests and needs as distinct from those of other age groups come to the fore as areas for research.

There are, as well, significant areas which receive little or no mention in these papers. Some of this is by design; this is particularly true of education for aging, which was excluded in order to hold the subject matter within manageable proportions. It should be noted that Kanner identifies the middle-aged as among the target group of services for the aging, "since education for aging must take place during this period of the life span."[14] This is another area which richly deserves further investigation and publication.

References to library standards are sparse, although *Minimum Standards for Public Library Systems, 1966* includes "the senior citizen and the retired" in the listing of the individuals and groups with special needs which are (or should be) served by the library system, and details the services which these individuals and groups require: "ease of access, new techniques of service, specialized materials, staff with special competence, and financial support within or in addition to the annual budget."[15] The importance of this specification as an influence on programming is difficult to overestimate. Other statements of standards bearing on services to the aging pertain to groups of which the elderly form a sizeable proportion, such as those in correctional, custodial or health care institutions,[16] or those who are blind or visually handicapped.[17]

Other gaps in this issue are due to difficulties in developing papers on two topics, for which plans had to be abandoned. It was hoped that more material could be included on the roles and responsibilities of the various types of libraries. The roles and responsibilities of the public library are referred to often and are epitomized in the statement "The Library's Responsibility to the Aging" referred to earlier (although this statement was conceived as applying to all types of libraries). Services for patients in health care institutions are akin to, and frequently part of public library service, as Reed points out, but relating the current programs of university and college libraries, with the exception of the community college, to this responsibility statement is a somewhat unproductive task.

Relationships between the community library and community agen-

cies and organizations serving the aging are scarcely touched upon. This can be attributed in part to lack of reporting in the literature; these relationships seldom exist as the sole examples of interaction between a library and its community groups, and may instead be part of a broader picture. In the second phase of the *National Survey,* a question was included which dealt with such relationships. Of the 858 public libraries responding, 438, or about 51 percent, reported that they maintained relationships with one or more community agencies serving the aging.[18] This appears to be a minimal estimate of current practice. Also missing from the papers in this issue is coverage of the ways in which libraries and their staffs can exert leadership in meeting a wide range of the needs of older people. We may look forward to development along these lines as information and referral services based in libraries become more generally available.

Casey comments that Kanner's research on the frequency with which articles on library service to the aging appeared between 1946 and 1969 led him to conclude that "after a flurry of interest and activity in the late 1950s, there was a decline after 1961, with emphasis being placed instead on service to the urban disadvantaged and ethnic minorities." From the evidence of the fact that the Kanner thesis, the *National Survey,* and this issue of *Library Trends* have all been undertaken within the past three years, her hope that this decline in concern is only temporary is becoming a reality. Together these publications constitute a cluster of benchmarks. Library service to the aging has not so much declined as it has been submerged in concern with the pressing needs of groups in which the elderly may be found in large numbers—many of them the very people whom the library has not previously been able to find and identify. Fresh approaches, a new flexibility in the choice and use of materials, and a new awareness of the need for specialized training in service to the older person—all these point to the development of services which will be more firmly based in the library's total program, and which eventually will be recognized as the responsibility of all types of libraries. Romani, quoting Eklund, identifies one of the older person's greatest needs as "a search for purpose in life." A primary goal of those concerned for the aging should be to see that libraries are recognized as a major source for help in this search, and that access to reading and to those library materials which can be so vital to the well-being of the older person is within the reach of all the community's elderly people.

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How Library Service to the Aging Has Developed

MURIEL C. JAVELIN

LIBRARY SERVICE to the aging traces its beginnings to the establishment in 1941 of the Adult Education Department of the Cleveland Public Library. In keeping with its objective to serve every kind of agency, in 1943 the department cooperated with the Benjamin Rose Foundation in planning recreational programs for the elderly in settlement houses and churches. Three years later, the executive secretary of the Committee on Older Persons of the Cleveland Welfare Foundation became convinced that there were many older people who would welcome more than recreational activities. With her encouragement, the Cleveland Public Library's "Live Long and Like It Library Club" for men and women 60 and over was inaugurated on November 12, 1946, under the direction of Fern Long. Initially programs were concerned with problems of aging, but were soon broadened to include a wide variety of subjects.[1]

From the beginning, the club pioneered in determining the interests of its members and in encouraging them to keep mentally alert, active and acquisitive of information by participation in the programs.[2] This was the first informal educational library program on a continuing basis organized specifically for older persons, and it was a decided success. It served not only as a pattern, but as a stimulus for other libraries in planning programs for senior citizens.

One of the first of these was the Boston Public Library's "Never Too Late Group," organized by Muriel Javelin in January 1950. It too was started at the suggestion of a social worker who had visited Cleveland's "Live Long and Like It Library Club." The announcement of the Boston program included the sentence: "The entire program is planned to have special appeal for the mentally-alert older person."[3] By 1972,

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twelve of the Boston Public Library branches had "Never Too Late Groups" of their own, in addition to the central library group.[4]

The "Senior Citizens" of the Brooklyn Public Library was organized in the Flatbush Branch Library on April 8, 1952, under the supervision of a retired librarian. A cozy, attractive room was set aside where members could come together daily to read, talk, view films, play games, have teas and birthday parties. From the beginning, attendance was largest on those days when there were no programs.[5] After several years, the New York Welfare Department took over the group although the library continued to provide books, periodicals, films and occasional speakers. Later the group was moved to a housing project.[6] In general, libraries were agreed that the informal educational rather than the purely recreational program was better suited to library objectives.

A questionnaire sent to thirty-one large public libraries indicated that comparatively few other libraries than those mentioned above had independent programs for older people. Chicago, Detroit and Milwaukee libraries had programs; several other libraries indicated they cooperated with community agencies concerned with older people, but did not have independent library programs. Among these were libraries in Indianapolis, Denver, Baltimore, Cincinnati, Los Angeles, New York, Pittsburgh, Seattle and Washington, D.C.[7] However, by the early 1960s Washington, D.C. had organized "Going Like Sixty" club meetings in branch libraries.[8]

In the 1950s many libraries believed that the aged should not be separated from the general adult public—a belief still being held by librarians in the 1970s. However, evidence from the participants in special programs for senior citizens led Fern Long to her early belief that older adults are frequently happier and more at ease when sharing educational experiences with people their own age.[9] She later wrote, "I believe that the nature of our society *has* separated the older people from the younger and that it is this fact of life that we need to face."[10]

The *second* noteworthy stimulus to the development of increased library service to the aging in the 1950s and 1960s came from the availability of grants made by the Fund for Adult Education to the American Library Association for specific projects and for the support of the Office for Adult Education.[11] In 1951, a grant from the fund made possible the American Library Association's American Heritage Project. Political, social and economic problems of the day were discussed in small group meetings, using basic books and documents as background reading.[12] A number of older people participated in these programs. In

the LaCrosse, Wisconsin, program, one lady in her early seventies, in speaking of her participation in a discussion group, was typical of the older people when she emphasized the importance of attitude in older people and the need to avoid mental stagnation.[13] An older man in the program commented on the significance of the discussion groups: "Older people get to the point where they cling to their prejudices if they don't have a chance to hear new ideas."[14]

In 1953, the fund granted $100,000 to the ALA, which gave subgrants to twenty libraries conducting experimental projects in adult education. The purpose of the project was to stimulate "the initiation and development of adult education services to adult, and young adult, *community groups* through libraries, thereby giving libraries an opportunity to initiate new programs or to develop current ones, and to demonstrate the fitness and ability of libraries to present meaningful and vigorous adult education service to groups."[15]

The Cleveland Public Library was awarded one of these grants to experiment with special interest groups for older people. Five small study and discussion groups were organized. They included weekly music appreciation meetings; a book review club; noon-hour current affairs discussions; a travel group using films, music, exhibits and books; and an exchange group which shared ideas and experiences. The supervisor and the project director were convinced that more active and vocal membership in the "Live Long and Like It Library Club" resulted from participation in the small groups.[16]

At this time, Eleanor Phinney pointed out the real opportunity of libraries to help the general public understand that it is functional activity and not birthdays that determine aging. The U.S. Office of Education, the Adult Education Association and the National Education Association gradually were accepting more responsibility for the aging population. More frequently they were including libraries in their planning. Phinney urged libraries to become the focal point for information on all aspects of aging.[17]

Senator Thomas Desmond, chairman of New York State's Joint Legislative Committee on Problems of the Aging which initiated Senior Citizen Month, was one of the pioneers from whom Phinney derived her philosophy. In 1954 he wrote that public and private agencies should join in an intensive campaign to promote positive attitudes and to smash myths which kept the elderly from their proper place in industrial, community and family life. He went on to say that if the library were viewed only as a place where books could be obtained without charge

its usefulness would be static and restricted. He urged the library to join with all organizations in offering special services to the elderly and where necessary he encouraged the library to take the initiative in promoting service to older people.[18]

A *third,* if somewhat indirect, stimulus to service to the aging came as a result of the Library-Community Project. Beginning September 1, 1955, and continuing to August 31, 1960, two grants of $200,000 each from the Fund for Adult Education made it possible for the Office for Adult Education to assist libraries in planning long-term adult education projects based on an analysis of community needs. In each of eight states that received special grants, a pilot library was selected to experiment with special programs based on community needs. In addition, a number of other states received consultant services designed to develop library interest, knowledge and skills.[19]

In studying its community, the Ottawa Public Library, designated as the pilot library in Kansas, determined that service to the aging was needed. Following a postcard questionnaire to leaders of clubs and organizations, a citizen's committee was formed to continue study of the problems of the aging. Training programs were conducted and special programs for the aging were planned.[20] A handbook, written for public librarians as a guide to community study, contains a detailed Senior Citizen Interview Questionnaire developed by a university psychologist in consultation with a study committee of older people in Ottawa. Trained older citizens used it as an interview guide in doing a random sampling of people over sixty-five. This interview questionnaire could easily be adapted by any library wishing to learn more about the older people in the community.[21]

In 1956, the Wisconsin Library Association established the first state association committee in the country specifically responsible for work with senior citizens. In preparation for the Governor's Conference on Needs of an Aging Population, the committee outlined the following needs: information on all aspects of the aging process, development of public awareness of this information, service to an aged person as an individual, and service to groups.[22] The Wisconsin Free Library Commission was one of the sponsors of the conference and there was library participation on the program.[23]

A *fourth* stimulus to service to the aging may be associated with the establishment of the Adult Education Division by the ALA in 1957. Later that year, the ALA changed the name to the Adult Services Division, with Eleanor Phinney named as executive secretary. Adult Ser-

vices was defined to include indirect guidance, reader guidance, library-sponsored group programs, and services to organizations and to the community.[24] The division incorporated the ALA Adult Education Board which had existed since 1926.[25] That same year a committee on Library Services to an Aging Population was established within the Adult Services Division.[26] The Adult Services Division, and with it services to the aging, benefited greatly during its first ten years from the availability of the Fund for Adult Education grants. The final grant expired at the end of August 1967.[27]

At the request of the Adult Education Section of the U.S. Office of Education, the ALA Office for Adult Education undertook a study of the extent and character of public library services for older people. A postcard questionnaire was sent to all public libraries in communities of 2,500 people or more. When the 1,391 replies were tabulated in 1957, Eleanor Phinney reported that the four leading services were supplying books, publicizing materials, shut-in service, and work with other agencies. Among the other services were providing a meeting place, supplying audiovisual materials, service to the handicapped, projected books and other aids, talking and Braille books, and cosponsored workshops.[28]

In the June 1959 *ALA Bulletin*,[29] and later in an Occasional Paper[30] Eleanor Phinney reported on a more in-depth study of library service to the aging prepared from a lengthy questionnaire sent to 200 libraries in various-sized communities. This study provided a substantial amount of information not only on programs of service but also on the understanding and philosophy of librarians in serving senior citizens. Phinney found that an increasing number of libraries were working with agencies, providing materials, meeting space and serving a clearinghouse function. They were becoming involved on community committees and councils serving the aging. Libraries reported twenty-seven special programs and activities for older people and sixty-one programs of interest to senior citizens, but not limited to them. However, it was apparent that there still was no consistent, accepted philosophy as to the extent of the library's responsibility and involvement in aging as a community problem. A reference librarian quoted in the *ALA Bulletin*[28] was not alone in expressing the philosophy that since other agencies provide social activities for older people perhaps the library should concentrate on individual intellectual stimulation to the extent of the reader's individual abilities. Some libraries refused to accept the implications of the increased numbers of older people. Others were reluctant

to place older people in a separate category or to categorize a large and varied group of people on the basis of age.[31]

The announcement of plans for the 1961 White House Conference on Aging was a *fifth* and major stimulus to librarians serving the aging. As a first step in planning for active participation in the conference, the Adult Services Division and the Office for Adult Education presented an Institute on Library Service to an Aging Population as a part of the ALA conference held in Washington, D.C., June 22-26, 1959. The institute was designed to help librarians more clearly recognize and define their responsibilities and capabilities in meeting the needs of an increasing population of senior citizens. Since the main purpose of the institute was to inform, talks by experts from related disciplines were followed by panel discussions in which librarians related the subject matter to library services, with lengthy discussion from the floor.[32]

In reporting on the evaluation of the institute, Rose Vainstein said, "For an A.L.A. 'first,' I feel the evaluations indicate that a great many people now have a broader and more comprehensive view of the problem and the role of the public library in relation to it. That more needs to be done is obvious. This Institute laid a good foundation on which to build future A.L.A. programs and activities."[33]

Service to the Aging, which appeared in 1959 as the fifth ASD Guide to the Literature of Libraries, was written by Rose Vainstein, public library specialist at the Library Services Branch of the U.S. Office of Education with specific responsibility for services to the aging. As with each of the guides, a brief introduction to the field is followed by a selected list of periodical articles and books for public librarians, educators, and community agencies working with the aged.[33]

The concern of the Adult Services Division in service to older people led naturally to its involvement to the fullest possible extent in continued planning for the White House Conference on Aging. In addition, since Grace T. Stevenson, deputy executive director of the ALA, was a member of the planning committee of the educational section of the conference, the role of libraries in the initial preparations was acknowledged in the planning.

The purpose of the conference as stated by Bertha S. Adkins, undersecretary of the Department of Health, Education and Welfare, was to identify and define the problems confronting the nation's older people, and to recommend ways these problems could be met by communities, states, the federal government, private organizations, and older people themselves. Adkins stated, "Our libraries provide the

channels of information, the means of communication, and the substantive material that can enable people and groups all over the country to learn what the problems of aging are, why their solution is important to our nation, what is being done about them, and how they can be ultimately solved or ameliorated. Perhaps most important, the libraries of America can help our older citizens gain greater insight into their own situations—how to plan for their own retirement, how to adjust to our changing society, and how to live rich, full, happy lives."[34]

Early in the planning, the Adult Services Division's Committee on Library Service to an Aging Population realized that more information about library activities on the state level was needed. Consequently, the committee sent a brief questionnaire to the heads of state library agencies to learn of their involvement in planning for the White House Conference. At the same time a letter was sent to each regional director of the Department of Health, Education and Welfare, and to the heads of the state commissions on aging explaining the interest of the ALA and urging that libraries be asked to help in state planning. Among the results of the survey were the following: (1) In twenty-six states, state staff and/or local librarians were involved in planning. In Wisconsin the head of the State Library Commission served as chairman of the Interdepartmental Committee on Aging assigned by the governor to plan for the White House Conference. State agency staff and local librarians served as members of state commissions on aging, on state advisory councils on aging, on overall state committees planning for the conference, on education subcommittees and on various other planning bodies. (2) In fifteen states, a member or members of the state library agency staff had some specific responsibility for work with older people. Their chief activity appeared to be the provision of materials. Since state library agencies have a major responsibility to serve libraries and library needs, perhaps it was natural that several public libraries working directly with the user had surpassed state agencies in initiating programs and services for the aging. (3) Although twenty-five states were conducting cooperative programs with other departments and agencies, most of the programs were in connection with the White House Conference rather than on-going activities.[35]

The preparations for the conference undoubtedly served as a great stimulus to library services to the aging both at the state and local levels. Public librarians across the country worked on state education committees. Local library meetings and statewide library conferences were held. The 146-page "Background Paper on Education for Aging,"

used as information for persons attending the conference and the local and state conferences which preceded it, contains a section on "Public Library Service" which concludes: "Libraries have both a primary task of direct education of older people, and, as a supportive agent of underpinning all of the other educational programs in aging and in fact all programs in aging."[36] Again, throughout the "Verbatim State Recommendations Related to Education," libraries were mentioned repeatedly.[37]

Eleanor Phinney, speaking at a Wisconsin statewide library conference in 1959, referred to the *Guide for State Surveys on Aging*—subtitled *An Aid to Preparation for the White House Conference on Aging*—which included a chapter by Rose Vainstein on public library services. Vainstein raised several important philosophical questions: Should there be separate programs for the senior citizen? What are the limits of effective service to the individual who cannot come to the library? Are library rules always consistent with objectives? What has been done? What needs to be done? Phinney urged librarians to begin to develop further their philosophy of service in answer to the questions raised by Vainstein.[38]

With the assistance of the public relations officer of the ALA, a "Guide to Library Cooperation" and three issues of a "News Bulletin for Librarians" were prepared and circulated widely. This activity, like most of the rest of ALA's participation in the 1961 White House Conference on Aging, was supported by funds from the Office for Adult Education. The "Guide" described the theme and scope of the White House Conference on Aging, provided a checklist for the librarian in preparation for special services before, during, and after the conference, and suggested additional sources for information and materials.[39]

The news bulletins described developments across the nation pertaining to the elderly, identified new materials and reported on local and state activities. Special background information was provided for the twenty-six librarians attending the White House Conference on Aging. ALA, with the assistance of the Maryland Library Association's Adult Services Division, had an exhibit at the conference emphasizing the materials and services which libraries provided for older people.[40]

Two library booklists were distributed at the conference—"Aging in Today's World: A Buying List," compiled by Fern Long and members of the Cleveland Public Library staff,[41] and "Paths to Long Life" a selected list of fiction and nonfiction titles giving insights and concepts of

aging, compiled for the ALA's Adult Services Division by a committee of Wisconsin librarians.[42]

Many meetings and conferences followed the White House Conference on Aging. One conference at Purdue University on May 31 and June 1, 1961 was sponsored by eight national educational associations, including the ALA. Representatives from Illinois, Indiana, Michigan, Ohio and Wisconsin came together to discuss ways of implementing the education recommendations of the White House Conference and to more clearly define the role of various groups and organizations in education for the aging. A public library special interest group reemphasized the need for librarians to be involved in local organizations and programs concerning aging in order to make known the resources of the library and to be able to give more adequate library service on the basis of a closer acquaintance with needs.[43]

Another program of note was the 1961 National Library Week statewide demonstration of library services to the aging initiated by the Indiana chapter of the Special Libraries Association. Public, college, university, school and every kind of special library joined forces with many agencies in a most successful cooperative activity.[44]

In *Continuing Education for Adults through the American Public Library,* Robert Lee wrote, "The educational role of the library during the late 1950's and early 1960's was based on the philosophy of integrating the library with the community it served. It involved a thorough knowledge of the importance as well as of the educational benefits of working with community groups and organizations; of understanding the objectives, interests, and activities of community groups; of participating in the planning of community activities; and of helping the library to become a more active force in the community."[45]

During the same period, in line with the above philosophies, libraries concerned with the aging placed greater emphasis on: (1) providing service and materials to and cooperating with community organizations, and (2) providing services through library-sponsored programs for older people or for leaders of senior citizen groups. One example of the latter was a one-day workshop for leaders of senior citizen groups sponsored by the Committee on Aging of the United Community Services and the Boston Public Library. Its objective was to improve club activities and programs through improving club leadership. A second example was the job clinic for senior citizens presented by the Atlanta (Georgia) Public Library with representatives from the state employ-

ment office, the Social Security Administration, and local employment agencies.[46]

In 1963, some inconclusive attempts were made to establish the role of public libraries in relation to senior centers. Dorothy Kittel and Eleanor Phinney prepared for discussion a paper[47] in which they noted that the provision of space and a small collection of books in a center should not be considered an adequate substitute for access to a complete library.

At about the same time, Winifred Stone, librarian of the National Council on Aging, in discussing library service and centers for older persons, commented that the centers provided opportunities for older persons to get together. She raised the questions: Should it be assumed that center people will not come to the library? Should the library make an effort to attract them? Despite the fact that staff, book collection and funds may be inadequate, she urged the library to try to have a dynamic program for senior citizens.[48]

As senior centers have increased in numbers, the trend has been toward library provision of discussion groups at the centers or of taking books to circulate at program meetings in the centers. For many years, a very successful book discussion program was conducted by the Westbury (New York) Public Library at a local center. The program started with a review of one book, but gradually the members read more widely and requested discussions on a variety of subjects.[49]

Although the Library Services Act was first enacted in 1956[50] it was not until after 1964 when the Library Services Act was amended to include urban areas and the construction of library buildings and renamed the Library Services and Construction Act, that service to senior citizens was extensively affected.[51] This act, together with the Older Americans Act, from 1965 to the present provided the *sixth* and *seventh* stimuli in services to senior citizens through the building of large print book collections and by increasing library service to those older people who were handicapped, homebound, or in institutions.

For a number of years, the ALA, as well as many individual librarians, has been concerned about the reader who needs material printed in larger than normal type. *Books for Tired Eyes*, a reading list, had been for some time one of the few sources for information on what was available. Now individual libraries began to prepare their own lists. In 1957, the Cleveland Public Library published "Easy on the Eyes."[52] At the request of the New England Council of Optometrists, the Adult Education Committee of the Massachusetts Library Association com-

piled a reading list of over 600 titles that are considered "Easy on Your Eyes." The optometrists printed and distributed some 20,000 copies of the lists to librarians and optometrists throughout the United States.[53]

Prior to 1965, the person able to read only large type (18 point) found practically no material of adult interest. There were some textbooks copied on large type typewriters and some photographic enlargements by Xerox. In 1963, Xerox produced the first large type edition of the *Reader's Digest.*

In 1965, Keith Jennison, through Franklin Watts, Inc., offered for sale the first American commercial book in 18-point type—John Kennedy's *Profiles in Courage.* In May 1967 he published his one hundredth large type title—*Sherlock Holmes's Greatest Cases.* In late 1964, Fred Thorpe of Ulverscroft Large Print Books, Leicester, England published his first four large print titles; by 1966 over 200 titles were available in the United States through W. Thirlby, the American representative.[54] To encourage the use of large type books the Keith Jennison Book Award of $1000 was offered for the best essay on "What Large Type Materials Have Meant to Our Community." Olga H. Briggs, Albany (New York) Public Library concluded her winning essay with these words, "Our only wonder is that someone didn't think years ago of this gift to the tired, the ill, the aged, and those millions deprived for various reasons of this ease and comfort in reading. Who wants to read LARGE PRINT books? More people than *anyone* may think!"[55]

When federal funds became available under the Library Services and Construction Act, many libraries were assisted in purchasing large print books. One of the most important projects was that undertaken by the New York Public Library from 1966 to 1968. Its purpose was to demonstrate the use of books printed in large type and their reception by visually handicapped readers, their families, and community organizations.[56] In connection with the project, a bibliography of approximately 400 titles, arranged alphabetically by title with short annotations and an author index was prepared by the Office of Adult Services of the New York Public Library.[57]

Another experimental program was carried out in the state of Oregon. The Library Association of Portland matched Library Services and Construction Act Funds in order to provide statewide service in large print books.[58]

Among the states in which individual libraries have been supplying large print books since 1967 without grant funds are: Florida, New York, North and South Carolina and Wisconsin.[59] Today these materi-

als are available in many more libraries throughout the United States. Most libraries realize that older people need large print and are welcoming the newer editions in smaller format. The range of material, although greatly enlarged, is still limited,[60] despite the fact that new publishers have entered the field.

Like the visually limited, the proportion of the elderly among the homebound is also high. Public libraries have long been interested in service to all who were confined to their homes or to institutions because of disabilities. A pioneer visiting library service, and one of the most outstanding, is the Judd Fund Service to Shut-ins, connected with the Hospital and Institutions Department of the Cleveland Public Library, directed until recently by Clara E. Lucioli. Library services are taken to the homes of handicapped adults and children as well as to nursing homes.[61]

The Cleveland policy reads as follows: "In order to meet the total needs of the community, the Library has an objective of adapting its services to the special requirements of ill and handicapped people. To meet this objective, book materials in varied forms are taken to persons in their own homes and in health and welfare agencies. For the blind, and for the physically, mentally, and socially handicapped the objective is to provide resources for information, recreation, and rehabilitation."[61]

As early as 1939, the Lower Mills Branch of the Boston Public Library visited the Dorchester Home for Incurables each week with a carload of books. With a book truck especially designed by the home books were taken to individual rooms and wards.

The Detroit Public Library was one of the earliest to provide services for institutions for the aging from the general budget. In 1948, Genevieve Casey started this service which by 1970 included twenty-eight nursing homes and residences for the aging. In a March 1970 article, Dorothy Romani estimated that 10 to 12 percent of the aged in institutions read.[62] Examples of shut-in services inaugurated in the 1950s by smaller public libraries include those in Mount Vernon, New York;[63] Peoria, Illinois; and White Plains, New York.[64]

The Community Action Program of Baltimore's Enoch Pratt Library has been bringing library service to the inner-city elderly since 1965. Library aides and Action Area teenagers trained by the Baltimore City Health Department, Bureau of Special Home Services, make the deliveries and reading-aloud visits.[65]

Federal funds, although limited, have stimulated the interest, coop-

eration and support of state and local agencies and institutions in developing and expanding library service to the institutionalized and the handicapped. A few states, including California, Missouri, Massachusetts, Michigan and New York allotted funds from Title I of the Library Services and Construction Act for special projects involving the handicapped. In 1968, the St. Louis Public Library received the first installment of funds for a three-year project. Two vans, books, magazines, art reproductions, book carts, and personnel were provided for service to the aging in housing projects, private homes and institutions.[66] With a four-year grant from March 1966 through June 30, 1970 the Los Angeles Public Library served homebound patrons with personal service and institutional patrons with book deposits, using a small van for daily deliveries.[67] The Massachusetts Bureau of Library Extension funded five proposals for improved service to older citizens in the state.[68]

In 1967 the Central Michigan Library System received a one-year LSCA grant to start a visiting library service to the homebound involving several libraries. A professional librarian who was appointed visiting librarian called on each patron every three weeks. At the conclusion of the grant, the system continued the service with the aid of carefully trained and supervised volunteers.[69]

In New York State in 1972 the Nassau Library System was one of six systems to participate in a mailing service under Title I of the Library Services and Construction Act. Whereas service in the other systems was primarily for those in rural areas, the libraries in the Nassau system offered service only to the homebound and those in institutions. Because one disadvantage of the mailing service is the lack of personal contact between the borrower and the librarian, personal visits are made whenever possible to supplement the mailing service.

In cooperation with the Association of Hospital and Institution Libraries of ALA, the National Library Week Committee of ALA's Adult Services Division, under the chairmanship of Helga Eason, prepared a questionnaire in 1967 on public library service to the homebound and those in public and private hospitals and institutions. After pretesting in four states, each state extension agency was asked to reproduce copies of the questionnaire and to distribute them to its public libraries. A similar questionnaire was circulated through the *AHIL Quarterly* to determine what services members of the Association of Hospital and Institution Libraries were receiving from public libraries. It was hoped that the survey would point up the importance and need for giving more attention to homebound service and would assist state agencies in

planning for implementation of Title IV of the Library Services and Construction Act.[70] How well it accomplished the objectives is difficult to evaluate. What is known is that with increased federal funding service available to the homebound was greatly increased. Whereas the survey showed most states and a fair number of libraries offering minimum service prior to 1967, many more librarians since 1967 have an awareness of the needs of the handicapped and are providing quality library services for them.

As with Title I, state libraries were given administrative responsibility for Titles IV-A and IV-B of the Library Services and Construction Act. Title IV-A funds became available in the fiscal year 1967 for establishing and improving institutional library services. Title IV-B, effective the next fiscal year, provided funds for establishing and improving library services to the physically handicapped.[71]

Mary Walsh, president of the Association of Hospital and Institution Libraries reported that as of February 1968, forty-four states had designated state agency personnel to work under Title IV-A and IV-B, and that Margaret Hannigan had been appointed coordinator of LSCA Title IV programs in the U.S. Office of Education.[72] In effect, this appointment underlined the role of library service to institutions, since for the first time there was in the Office of Education a consultant specializing in this area of library service.

A few examples will indicate some of the ways state library agencies have offered specialized library services under Title IV-B.

The first shut-in service in North Dakota began in June 1970 with the help of a one-year Title IV-B grant and local funds. The Lionel Public Library at Minot, North Dakota serves its many retired farmers from the surrounding countryside. Some are handicapped, some are illiterate, some are afraid and some are just lonely. Librarians visit rest and care homes and activity centers weekly. A Volkswagen van takes senior citizens to the library each week.[73] By March 1972 nine public libraries in North Dakota had well-planned outreach programs including service to nursing homes. As one example, the Bismark library van transports senior citizens from rest homes to the library. An elderly reader in Jamestown told the librarian that the library service to shutins is "the happiest thing we've had happen to us."[74]

Hannigan reported that in 1971, eight of the nineteen outreach LSCA programs in California designated the elderly as target groups within their projects. In New Hampshire three projects for the aging were funded in 1972. A books-by-mail program to the aged and disabled in

five northeastern counties in the state of Washington was started in 1971 in cooperation with the state Department of Social and Health Service and the state library.[75] These and other LSCA programs are included in more detail in Reed's paper in this issue.

The Older Americans Act was signed by President Johnson on July 14, 1965. It created an Administration on Aging within the U.S. Department of Health, Education and Welfare under the direction of a commissioner.[76] A wide variety of library projects were funded under Title III of the act which provided grants for community planning and coordination of programs, demonstrations of programs or activities, training of personnel, and establishment of new or expanded programs.[77] On September 17, 1969, President Nixon signed into law legislation extending the Older Americans Act for three years and authorizing expansion of the programs.[78] The Older Americans Comprehensive Services Amendments of 1972, disapproved by the President on October 30, 1972, would have added a new Title IV (The Older Readers Services Act) to the Library Services and Construction Act to provide public library services for older Americans over a four-year period.[79] Further details on this act appear in the South and Drennan paper in this issue.

Only a few of the wide variety of library programs under Title III can be mentioned here to suggest the far-reaching benefits of this program. Some are described in Reed's paper in this issue, e.g., that of the Rhode Island Department of State Library Services.

The Milwaukee Public Library received one of the first grants under the Older Americans Act. Begun in 1967 and funded for three years with matching city funds, this was an "over 60" service demonstration, administered by the Wisconsin State Commission on Aging. It provided bookmobile service with large print books, recordings, tapes, and pamphlets for the aged in hotels and housing projects, day centers, homes for the aged and nursing homes. The bookmobile was equipped with an hydraulic lift so readers in wheelchairs could make their own selections. As a second part of this program, volunteers and part-time assistants were used to extend library service to individual shut-ins with package collections and personal service. This service is now supported in the regular budget.[80]

The Adriance Memorial Library in Poughkeepsie, New York, was one of the first New York libraries to receive a Title III Older Americans Act grant. Under a three-year project, a Literary-Social Guild for the Homebound was organized. The program, beginning February 27, 1967, was designed to take older homebound and chronically ill per-

sons to the central library by bus one day a month for a literary and social occasion. For twelve of the sixty-three people this was the first time in eight years they had left their rooms.[81]

In New Mexico Title III projects were in operation in several communities. Bookmobile service was supplied to five small senior centers. Among services offered by libraries were a sidewalk-level display beside the bookmobile, large print books, films, books in Spanish, art exhibits, magnifying devices, projection devices, talks and talking books. One library provided an opportunity for senior citizens to read aloud to children and other senior citizens during special library reading hours.[82]

Pierce County, Tacoma, Washington, began a three-year Title III program in October 1967. Special services were offered to thirteen licensed nursing homes in suburban and rural areas in the county. The Red Cross trained twelve volunteers who assisted in delivering books, films and records; in leading discussions; in reading aloud and in conducting story hours.[83]

In Ohio a Title III grant was made to the Amos Memorial Library of Sidney to provide weekly visits to older people in the county and various resident facilities with a selection of large print books and newspapers, with assistance from volunteers.[82]

The Minneapolis Public Library Title III program differs from most others in that senior citizen aides participated in a demonstration program administered through the National Council for Senior Citizens and the Minneapolis Central Labor Union Council. The aides worked fifteen to twenty hours a week in five community branch libraries, reading to individuals or small groups of children, talking with them, teaching them arts and crafts, or perhaps just assisting the children's librarian with discipline.[84]

Although many new services for senior citizens are funded, many are not. In keeping with the philosophy behind the Minneapolis project, Patricia Ternes believes that senior citizens have joined clubs and groups partly because they do not feel needed. Pearl River (New York) Public Library has demonstrated that the library can and should call upon the talent and experience of the older people. At Pearl River senior citizens help with the library's programs for local teachers, for preschoolers and for disadvantaged youth.[85]

The "Aging without Fear" program of the Richard B. Harrison Branch Library in Raleigh, North Carolina was started by Mollie Huston Lee with the cooperation of the Wake County Opportunities Senior Citizen Center. It was designed to bridge the gap between the

library and persons of limited educational background, economic insecurity, and advanced years. The older people participated in the planning and presentation of the meetings which were lecture-discussion sessions on all phases of aging. All of the seventy-eight registrants were Black. Most of them were women between the ages of sixty-two and eighty-three. Lee says, "The program had real value and remains a profitable experience with far-reaching effects."[86]

One of the most far-reaching programs is that of the Dallas Public Library which has developed a cluster of special services for senior adults. An extension program serves over 3,000 senior adults living in retirement homes or active in senior adult organizations meeting at community centers or churches. Collections of library materials including books, records and tapes are deposited for two months at homes and centers for the use of groups. An Institutional Services Librarian works closely with agency staffs arranging book reviews, film showings and discussion groups. The involvement of the library with a variety of agencies and organizations has led to the recognition of the need for the public library to assume a more active role in meeting the informational needs of senior adults. Lists of books and films for senior citizens and a directory of community services of special interest to senior adults have been prepared.[87]

An *eighth* stimulus to extended service to the aging was the amending of the Pratt-Smoot Act in 1966. Eligibility requirements for talking book service were expanded from the legally blind to include people with eye difficulties who were unable to read ordinary print, and those with physical handicaps of such a nature that they could not handle the ordinary book.

A variety of attachments are available for the talking book machines, including earphones, pillowphones, remote control, variable speed control and a tone arm clip.[88]

Since 1967, without grant funds, the Nassau Library System has served as a subregional center of the New York Public Library for the Blind and Physically Handicapped for the distribution of talking books and talking book machines. At the time this service was started, it was a unique operation. The books, cassettes, and machines are housed at the system's service center. They are sent as requested to the fifty-three system member libraries to be delivered, rather than mailed, to private homes, nursing homes or hospitals.

Several short-term institutes on library services to the institutionalized, the handicapped and the aging were conducted by library schools

with grants under Title II-B of the Higher Education Act of 1965. These institutes which may be said to be a *ninth* stimulus to increased library service to the aging are discussed in more detail in the chapter by Casey in this issue.

In ALA's planning for the 1971 White House Conference on Aging the Adult Services Division's Committee on Library Services to an Aging Population proposed that a series of objective, realistic case studies be prepared on how public libraries were serving the aging, how the aging felt about the library, and to what extent they were participating in library programs and services. The Department of Library Science, Wayne State University, with the help of a small grant under the Older Americans Act, undertook this project. This was a natural assignment. In the fall of 1970 Wayne State's Department of Library Science in cooperation with the Institute of Gerontology, had begun a master's program to prepare librarians for specialization in service to the aging, funded under Title V of the Older Americans Act. Students from this program completed the case studies.[89] In a summary of this project Genevieve Casey wrote: "In general it would appear, on the basis of very limited data, that libraries are presently serving only a small percentage of the aged, that we need more education and training to develop library leaders in this field, more research on the library and information needs of the aged, and more categorical aid from both federal, state, and private sources to allow public libraries to experiment with new patterns of service to this growing group in our population."[90]

The most recent and exciting development in library service to the aging was made possible by a grant from Title II-B of the Higher Education Act to the Cleveland Public Library in July 1971. A far-reaching study, this *National Survey of Library Services to the Aging*, made by the firm of Booz, Allen and Hamilton, is the *tenth* and one of the most important stimuli to the continuing growth and improvement of library services to the senior citizen at federal, state and local levels.

Fern Long writes, "The *National Survey of Library Services to the Aging* is a declaration of recognition, one that is long overdue, that libraries do have a special obligation to their older users and that it behooves librarians to exercise their ingenuity in reaching this rapidly growing segment of the population, analyzing their needs, and then setting about to meet them."[91]

As Romani points out in her paper in this issue, one outgrowth of the Office for Adult Education survey of library services to the aging was the development of a statement on library service to an aging popula-

tion, which was prepared by the Committee on Library Service to an Aging Population, and was officially adopted by the Adult Services Division in January 1964. As services increased and philosophy evolved, the statement was revised. In October 1971 it was again published as an officially adopted statement of responsibility, as follows:

THE LIBRARY'S RESPONSIBILITY TO THE AGING

Aging has daily personal implications for every person in our society. The social, economic, and biologic problems resulting from the process of aging place responsibilities on all types of libraries, especially the public library. Libraries serve their communities by:

1. CONTRIBUTING to a positive attitude toward aging and the aged;
2. PROVIDING information and education on aging and its problems for professionals and laymen who work with this group, and for those who are retired;
3. FACILITATING the use of libraries by the aged through improved library design;
4. PROVIDING library service appropriate to the special needs of all the aged, including the homebound and the institutionalized;
5. UTILIZING the potential of the older person as a volunteer to reach his peers;
6. EMPLOYING older adults in programs designed specifically to serve the elderly;
7. INVOLVING the elderly in the planning process when designing special services and programs for older adults;
8. WORKING with other agencies and groups concerned with these needs and problems;
9. PROVIDING services and materials for those preparing for retirement;
10. CONTINUALLY exploring ways of making these services more effective.

Libraries should experiment with new materials and services as well as make continued use of traditional library materials and services; should maintain adequate standards; and should use innovative techniques and programs to reach the aged who can no longer be served effectively as a part of integrated adult services.[92]

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Reading Interests and Needs of Older People

DOROTHY ROMANI

LIFE PATTERNS often change for persons at about the age of 65 when they retire from the occupations they have pursued. Then they may have new social, psychological and physiological problems which make them exceptional individuals and class them with other disadvantaged groups—the poor, the mentally ill and the physically handicapped. Librarians, in their pursuit of the ideal of library service to all, are concerned with the reading needs and interests of these people and ask themselves questions such as the following: Are these people really very different from average adults? Do they have special reading needs and, if so, how are libraries dealing with them? What research has been done in this area and what needs to be done?

DIFFERENCES BETWEEN READING NEEDS OF THE AGED AND OF THE AVERAGE ADULT

One can easily agree with a statement which appeared in a doctoral thesis in librarianship written for the University of Wisconsin by Elliott Kanner: "Although there has been little systematic investigation of the reading interests of older people, there is strong evidence of the importance of reading in fulfilling a need for the older person seeking entertainment, knowledge, the satisfaction of intellectual curiosity, cultural development and companionship."[1]

This statement of reading purpose is not very different from that of any age group. It cannot be assumed that at the usually compulsory retirement age of 65 an individual automatically falls into an "exceptional" group. There are innumerable variables. Many people of this age are still gainfully employed, maintain their own homes, travel extensively, even care for their own aged parents. These people are still in the mainstream. Usually ambulatory, they visit their local libraries

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and appear to be reading much along the same lines as they always did.

Once the person of 65 has retired, however, statistics show that he not only has increased leisure time, but that he spends more of this leisure time reading than he did prior to his retirement. In 1969 those over 65 made up 3.8 percent of the working force and 9.9 percent of the total population.[2] More than 80 percent of people over 65 have some leisure time available each day, with an average of more than five leisure hours on weekdays and 6.5 hours on weekends and holidays. Adults in the 45-64 age group have 3.25 hours of leisure per weekday and five hours on weekends.[3] That more of this leisure time is spent in reading is indicated in a survey of 5,000 noninstitutionalized adults which shows that the age group of those over 60 reads more books and magazines than does the group from 40-60.[4] Reading, a sedentary activity, increases as a leisure time activity as persons grow older, though idleness consumes most of the time, especially in the lowest income group.[5]

Other factors distinguish the older age group from the average younger adult, and cause a difference in reading patterns. Because of the era in which they were born, the 20,000,000 persons over 65 generally have less education than younger people. Seventy percent of those 65 and over have completed eight years or less of formal education.[6] Though some highly motivated individuals go on to educate themselves, many fall into the near illiterate category. Statistically, more than one-fifth of all those over 65 are considered functionally illiterate, i.e., they have four years or less of school attendance. Seven percent have no schooling at all.[6]

Another consideration for librarians working with this age group is that 5.2 percent of those 65 and over are white foreign born and many read only in their native languages. In a survey undertaken to gather statistical information for an issue of *Library Trends* on "Group Services in Public Libraries," which appeared in July 1968, a questionnaire was sent to seventy-two libraries. Replies from this inquiry showed that supplying books for foreign-language readers ranked second as a problem, especially for cities under 50,000 population. Of the seventy-two libraries surveyed, only twenty-seven reported special collections. Availability of books and periodicals and a wide choice of reading matter was very limited in most smaller communities.[7] In addition, 5 percent of the aged are confined in nursing or convalescent homes, and need library services brought to them.[8]

COMMON READING INTERESTS OF THE AGED

In descriptions appearing in library literature of library services to the aged in the United States and Canada, and in correspondence with librarians who are active in serving the aged shut-in, the institutionalized or the handicapped, the same reading interests recur. They prefer light romances with no sex, biographies, books in large print, westerns, mysteries, and no science fiction and no books containing violence. The seventy-two libraries which responded to the questionaire for *Library Trends* showed differences about what librarians thought they should put in book collections for use by the aged. It also showed that more attention should be given to study of what the reading interests and needs actually are. What they stressed probably reflected the physical and mental condition of their readership. Some librarians emphasized books about the accomplishments of old people, nostalgic and inspirational material, some included useful material describing such things as Medicare, job information, and books about the aging process; others suggested a variety of books on topics intended to keep readers in the mainstream.

A project to determine what common reading interests are shared by its older readers was undertaken by the Rhode Island Department of State Library Services. Wishing to compile a short buying list of titles that would appeal to older readers, the library enlisted the aid of fifty-three persons over age 65 (the median age was 73) to read and review books over a four-month period, and recommend those they thought others in their age group would read. The books to be reviewed were preselected by two students working on the project, and various points of view emerged. However, the small test group showed some agreement in certain areas: people who read at an early age enjoyed books more than those who had not read when they were younger; works of fiction with confusing plots and many characters were not enjoyed; large print and dull paper were preferred; depressing books, science fiction or meditations were not enjoyed, although books which held attention were. There resulted a basic buying list of 150 titles.[9] One must bear in mind that this is a group of well and ambulatory aged, whose reading preferences might be different from those of a comparable group of chronically ill, institutionalized individuals, although the conservative reaction common to the age group would still be evidenced.

Nelson Associates, a management consultant firm, was employed by the Division of the Blind and Physically Handicapped of the Library of Congress to study its service to 120,000 users. The study showed that

43 percent of the readers served by the division are 65 years of age or older, a circumstance which arises from the fact that most people who have eye problems develop them in later years. The Nelson Associates survey indicates that while reading needs of older readers are different, they are "not sharply different" from those of other adult readers. Answers to the questionnaire indicated that they are less likely to be interested in "how-to-do-it material, special interest magazines, science fiction, books which give frank treatment to sex or violent action." Since they are apt to be retired they have less need for vocational or professional reading materials. The study warns the librarian that while book selection can be done with these special requirements in mind, one cannot ignore the fact that provision must still be made for the few readers who represent a wide variety of reading interests—a common problem in book selection. The study reaffirms the common assertion that there are no stereotypes among older readers.[10]

LIBRARY PROGRAMS FOR THE AGED

Libraries are using many varieties of service to try to encourage their older populations to read. Bookmobiles, deposit collections, shut-in services, clubs and programs for seniors, and preretirement programs serve as adjuncts to the public library and its branches.

St. Louis and Milwaukee offer bookmobile services with mobile units especially equipped with hydraulic lifts. This service functions to bring books very near to the older patron who might have trouble getting to a library, and also offers browsing opportunity with a fairly wide selection of books. Detroit and Cleveland preselect books for shut-ins; this can be a very satisfactory service if the librarian gets to know the readers well. While Detroit also uses deposit collections and volunteers with book carts to circulate books, this is never as desirable a solution as the personal guidance of a librarian, although these methods provide rewarding experiences for the volunteer. Among the programs for the well aged given in libraries are those in Boston, Cleveland, and Detroit, offering speakers, films, book talks, and opportunities for participation, all designed to stimulate an interest in reading and the use of library materials. Nassau Library System in New York has had success with preretirement programs.

A program begun in Dallas, Texas in September 1971 is called the Independent Study Project. Federally funded, the project is designed as a cooperative effort of the public library and Southern Methodist University, and provides assistance to adults who wish to study inde-

pendently toward academic credit by examination through the College Level Examination Program (CLEP). The library, as the advisory center, provides professional selection of study guides, reading lists and materials, as well as tutorial services. Seminars are conducted by the faculty of the university, and librarians conduct workshops. The National Interest Council, made up of representatives from universities and libraries around the country, is studying this program and testing its implications for national expansion.[11]

On a nationwide scale, this kind of project could do much to satisfy one of the older person's greatest needs—a search for purpose in life. This is an innate human trait and one from which no one ever retires, according to Lowell Eklund, professor and dean of the Division of Continuing Education, Oakland University.

Eklund has concluded that older people are not uneducable, but that their motivation has usually been impeded by negative attitudes and discrimination. The aging process can be delayed by well-designed programs for the retired. Education must continue into old age to maintain creativity. According to Eklund, people seem to fall into a three-phase life cycle: formal education is crowded into the first third of a person's life; the middle years are left to hit-and-miss programs of education; and the later years might get a remedial program. However, the old people who are coming along will be better educated and in better physical and mental health. Education must continue into old age to maintain creativity; institutions must not allow the retired community to lose interest.[12]

A comprehensive evaluative study of the types of programs going on throughout the country in libraries has never been made.

BIBLIOTHERAPY

One of the most neglected areas of library research and service to the aged is that of bibliotherapy. The National Institute of Mental Health estimates that 55 percent of the aged in institutions such as nursing homes which serve the chronically ill have mental problems. The library needs to know how much can be achieved by integrating scientific reading guidance into the overall rehabilitation program in such institutions. The older individual usually suffers severely from loss of self-esteem and disorientation upon removal from a familiar environment and placement in an institution. He has a sense of abandonment and is filled with fear. Librarians working with these individuals have

observed dramatic response in their patrons, but no attempt has been made to verify their observations with supportive data.

The 1962 *Library Trends* issue on bibliotherapy, edited by Ruth Tews, hospital librarian, Mayo Clinic, Rochester, Minnesota, assembled the best thinking on the subject to that date and made it very clear that the practice of bibliotherapy has validity as a science. Tews defined bibliotherapy as:"a program of selected activity involving reading materials, planned, conducted, and controlled as treatment under the guidance of the physician for emotional and other problems. It must be administered by a skilled, professionally trained librarian within the prescribed purpose and goals. The important and dynamic factors are the relationships which are established, the patient's reactions and responses, and the reporting back to the physician for interpretation, evaluation, and direction in follow-up."[13]

As a result of the stimulus provided by this publication, a bibliotherapy workshop was held in St. Louis, Missouri in June 1964.[14] At this workshop, which pursued the subject still further, Louis Fierman created the term "clinical librarian" and suggested special training for librarians in this field. However, despite this propulsion, the profession has not taken up the mandate to attempt in-depth research in bibliotherapy.

An outstanding program of rehabilitation which includes books and reading in overall therapy is in operation at the Swope Ridge Nursing Home, a nonprofit institution in Kansas City, Missouri. Eighty percent of the persons involved are mentally impaired to some extent, 40 percent severely; the average age is 82. Since its opening in 1957, Swope Ridge has emphasized rehabilitation for its residents. To help its patients maintain mental health, an effort is made to retain for them a way of life as much as possible like life in the community. They begin a twelve-hour daily program of "diversional activities" with a reading of the news at breakfast in the dining room. This is designed to provide conversation and bring in the outside world. The psychosocial activities of the day also include a current events class, daily book reading, and use of the library. A librarian from the public library gives a book review once a month and relatives are encouraged to read to the patients.[15] Attempting bibliotheraphy in the average facility would be most discouraging for a librarian, since rarely is the administration of a nursing home seen to be as enlightened and vitally interested in the mental rehabilitation of its patients as Albert G. Incani, administrator of Swope Ridge. The close observation of a patient's response to reading needs

involves the cooperation of doctors, other nursing home staff and the librarian. Since staff in these institutions up to this time seem to be primarily concerned with physical needs, it is little wonder that not much has been done in the area of bibliotherapy.

Reading Aids

LARGE PRINT BOOKS

Many of the aged share disabilities which limit their reading: they are blind or nearly blind; they have suffered from strokes; or they have lost the use of their hands or arms through amputations, severe arthritis, palsy, and other muscle or nerve damage.

The following table cites some specific figures:

TABLE 1

Estimated Number of 65+ Persons in the United States Eligible for Service through the Library of Congress Division for the Blind and Physically Handicapped

Impairment	Estimated Number of 65+ Persons Impaired
Severe visual impairment	1,036,652
Paralysis	282,699
Absence of extremities	539,334
Problems with upper extremity and shoulder	679,681
Estimated Total Number of 65 and over Persons Eligible	2,538,366

Source: *Prevalence of Selected Impairments, United States, July 1963–June 1965.* U.S. Department of Health, Education, and Welfare, Public Health Service. Cited in *National Survey of Library Services to the Aging.* Cleveland Public Library (U.S. Department of Health, Education, and Welfare, Office of Education, Bureau of Libraries and Educational Technology). Dec. 1971, Exhibit IV-11.

In *The Exceptional Individual* Telford and Sawray maintained that:

> Vision is less efficient among older people than it is among younger adults. Ability to discriminate small objects decreases in the aged as does color sensitivity; the pupil size of the eye diminishes with age resulting in a reduced amount of light reaching the retina. Older persons require more light for good vision and, as a result, their vision shows more relative improvement than does the younger person when illumination is increased.

> Visual accommodation (the ability to focus on objects at varying distances) is less good among the aged. The eye accommodates to nearby objects by shortening the focal distance of the lens. With age the muscular system weakens and the lens loses its elasticity thus decreasing accommodation to objects close to the eye.[16]

The American Library Association long ago recognized the need for books in larger print with its list *Books for Tired Eyes.*[17] In June 1959, ALA published a selective list called "Reading Aids for the Handicapped" which included available sources of large print materials.

To demonstrate the need for and interest in large print books, the New York Public Library, supported by a federal grant, started its Large Print Book Project at its Donnell Library Center (20 W. 53rd Street, Manhattan) in June 1966. Only two publishers—Ulverscroft, a British company, and Keith Jennison of New York—were publishing books in large type at the time the project started. When it ended in 1968 nine publishers were involved; by 1972, at the ALA convention, twenty-eight publishers were displaying books in eighteen point or near eighteen point type. From an early Xerox experiment with 11½ by 15½ inch spiral-bound cardboard covered books printed on just one side of the page, large print books have evolved into handsome editions in standard format. Practicing librarians in the field know that the demand for large print books is insatiable once patrons have been introduced to them. The greatest need is for a wide variety of popular titles in standard size and light in weight. The Ulverscroft Company, with more than 500 titles, offers the largest collection in a well-received light weight, while the Franklin Watts publishers are the largest American contributors to the field, offering mainly the older classics. At present the only company filling the great need for recent popular titles is G. K. Hall, which publishes them at the rate of twelve every two months. The Magnum Easy Eye Books, put out by Lancer Books, New York, are printed on green-tinted paper with larger than ordinary print. This series can satisfy the needs of those older readers who are not severely handicapped and is less expensive than the other large print books.

The New York Public Library published its conclusions and recommendations after the Donnell Library Center had ended its two and one-half year project demonstration.[18] These attest to the growing availability and popularity of large print books and a need to develop service outlets to potential users through mailing, rotating deposit collections in nursing homes, hospitals and community centers, and service to the homebound. Budgets should include money for continuing

publicity via bookmarks and printed lists, radio, and advertising cards in public transportation vehicles. It is essential to continue to publicize the availability of large print books to encourage their use among older readers who thought they could no longer read.

The recommendations stress the need for libraries to find additional funding through government or private sources to build up a complete collection of large print books, since in general the cost is high. New York found too, that to have a balanced book collection it was necessary to provide for the expensive reproduction to order of current titles. Hopefully the new G.K. Hall series would preclude this.

A further conclusion was that large print collections would best be handled on a rotating basis through a library system, regional, county or state distribution plan, to spare the budgets of small individual libraries.

OTHER AIDS

The 1966 amendment to the Library Services and Construction Act authorized federal funds for establishing or expanding a program of library services to the blind or physically handicapped. Such persons are defined in the act as those "certified by competent authority as unable to use conventional printed materials as a result of physical limitations,"[19] which has made it possible for older persons with other physical limitations than poor eyesight to borrow talking books and cassettes from the Library of Congress through state and local libraries.

Since only 3.8 percent of the blind over age 65 use Braille,[20] other technical devices are needed when large print is no longer adequate; for such persons the Library of Congress talking books and cassette tapes are usually the answer. While print scanners which transcribe print into tone patterns (Visotoner and Stereotoner) are available, they are not useful for the aged blind.

The Nelson Associates study showed that 91.3 percent of surveyed readers over age 65 preferred the talking book machine over other types of equipment. The older group of users, most of whom became reliant on this service in later life, tended to feel that the service was good and their needs were taken care of.[21]

New illuminated magnifiers such as the Optiscope enlarger, made by Opaque Systems, Ltd., of Hempstead, New York and the Ednalite master lens handled by Gaylord Brothers, Inc., have great potential for making it possible for older readers with sight problems to read any library book or periodical. Tactile reading aids which convert a printed

image to a form a blind reader can use—vibrations under the fingertips —might someday be simplified and perfected to a point where an older blind-deaf person could learn to use them, especially if his disabilities occur early enough in life. "Reading Aids for the Handicapped,"[22] carefully selected and annotated by a special committee of the Association of Hospital and Institution Libraries, is an invaluable list with available sources of recommended devices, services, and large type books for the handicapped. An expanded revision is in preparation and is expected in 1973.

Other less exotic and expensive resources that libraries can draw upon to serve the handicapped are the readily available paperback books for the aged person with adequate eyesight who finds it difficult to hold a heavier book, especially if he reads in bed. For that often ignored handicapped individual, the aged illiterate, there are handsome picture books of informational value, as well as high interest, low vocabulary materials in the children's collections. Libraries cannot be bound by tradition in selecting materials for their exceptional users.

RESEARCH ON READING NEEDS AND INTERESTS OF THE AGED

The documentary report of the *National Survey of Library Services to the Aging*,[2] undertaken by the firm of Booz, Allen and Hamilton for the Cleveland Public Library, did not include an evaluation of reading interests and extent of library use by the aging. Although an attempt was made to identify research on needs and reading interests of the aging, it was found that "it was not possible to identify any current, comprehensive, and systematic studies of the needs of users and nonusers of library services among the aging."[23] It recommended that on the basis of the study, a survey be made of user/nonuser library needs of the aging.

ALA's Committee on Library Services to an Aging Population, in planning for the 1971 White House Conference on Aging, requested Wayne State University's department of library science to conduct a survey of services to the aged in ten cities with active programs. The case studies were undertaken by eleven students working toward a library science degree in a gerontology fellowship program. Genevieve Casey, associate professor and public library specialist in Wayne State's department of library science, coordinated the study. The students surveyed institutional services, the well aged, shut-in services, reading habits, programming, user participation, administrative matters and use of large print materials.

Some conclusions drawn from the data gathered in this study, necessarily limited because only ten libraries were studied, showed that libraries are serving only a small percentage of the over-65 population; more and better training is needed for librarians in the field; more useful information is required on the reading needs of the aged; and governments must supply more money to provide better and more complete service. Evaluation of the case studies indicated that more data is needed on the effectiveness of various patterns of library service to the aging and the reading interests of the aged. Casey, in her summary of the case studies, noted that more research is needed on the information needs of the aged and in identifying, analyzing and evaluating programs for the aged which are taking place in libraries throughout the country.[24]

A further reinforcement of these findings is the statement by Elliott Kanner, cited earlier, who made an exhaustive study of the literature of gerontology for his doctoral thesis at the University of Wisconsin. He concluded that "there are . . . virtually no studies to date of the reading interests of old people. Do they differ from the population at large? Are there changes in reading habits related to social role?"[25]

As a result of these conclusions, Margaret Monroe, professor of library science at the University of Wisconsin, has proposed a study to be conducted by the Committee on Reading for the Aging of the International Reading Association, to examine the effects of retirement on reading habits and interests.[26] The study would compare the reading patterns of two groups—teachers and factory workers—before and after retirement. In the summary overview to her proposal, Monroe points out that except for those working adults who read to relax from tension and forget problems of the job, most read for a purpose. The professional worker, she feels, is more likely to read vocational material necessary to the job, while the factory worker would not have the pressure to read job-associated material and would be more apt to pursue varied reading interests. Therefore, she concludes, the factory worker upon retirement would experience less change in his reading pattern than the professional worker, who, relieved of the necessity to read for the job, would branch out into a wider range of subjects.

Monroe would expect that the teachers in her proposed study would have read more all of their lives than the factory workers, and that this established reading habit would continue. She would also have her study show how reading can help the retiree face many problems of retirement. Sociologists, for instance, have long pointed out the great

need for the older person to keep his identity and if necessary to seek a new role in life. Books can help the retiree make these adjustments. Because older persons appear to have a universal interest in reviewing their lives, she sees this leading to a new interest in autobiographies and also in reading dealing with the philosophy of life. It is Monroe's hypothesis that retirement may stimulate new reading patterns that were not evident previously. It will be interesting to see the results of this study if it is pursued and published. To date it is the only study of its kind to be proposed. Although library programs for the aging existed before 1950, more interest was generated in the library profession in the 1950s and 1960s following research done by other professions. In 1957 the ALA surveyed library services and activities for the aging, with the advice of a committee established for the purpose. In part an outcome of this research was the statement called "The Library's Responsibility to the Aging,"[27] referred to in Javelin's paper in this issue.

In 1969 a committee of the Association of Hospital and Institution Libraries of ALA produced *Standards for Library Services in Health Care Institutions,* which includes service to aged in nursing homes and convalescent homes and sets standards requiring provision of "current and standard titles in fiction and nonfiction," "books in languages other than English" and "books in large type." The standards expressly state that audiovisual materials, including talking books, should be provided.[28]

The graduate program for students in service for aging, begun in 1969 at Wayne State University in cooperation with the Institute of Gerontology at the University of Michigan, was the first of its kind in the country. It has contributed extensively in interesting library administrators and librarians in this area of service.

A further impetus to libraries to direct attention to the aged population should result from the monumental feasibility study coordinated by Allie Beth Martin, Director of the Tulsa City/County Library. The Public Library Study Committee of the Public Library Association working with Martin had as its purpose the identification of current problems of libraries which cannot be met because of inadequate funds. The committee sent interviews and questionnaires to 306 libraries and individuals with a 69 percent response. In the resulting publication of ALA, *A Strategy for Public Library Change,* the committee listed as one of the most pressing problems the need to serve the aged, along with the disadvantaged, disabled, and institutionalized. It found that higher education is not now meeting the needs of older citi-

zens, and that in the future greater emphasis will be placed on continuing education through the adult years.[29]

Since major needs of older people are usually identified as income maintenance, preservation of physical and mental health, and finding a role in life, there seems to be ample evidence that libraries and library schools should be activating pre- and post-retirement education programs, information and referral centers, continuing education, and bibliotherapy. Providing materials to keep the aged creative and functioning at their maximum capability should be of primary importance in all types of libraries.

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Library Programs and Activities: Serving the Aging Directly

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IN SURVEYING the services provided for the aging by libraries, the first question to be asked is: Whom do we mean by "the aging." In an article on such services published in 1970, Muriel Javelin quoted authorities of the National Council on the Aging concerning the political and economic strength of "senior citizens" due to their increasing numbers, and the varieties of the young old, the middle-aged old, and the old old who are embraced by this term.[1] This says nothing about individual differences which are accentuated by age. The Adult Services Division of the American Library Association has adopted a statement accepting "The Library's Responsibility to the Aging" because of the "social, economic, and biologic problems resulting from the process of aging."[2] The full statement appears in the Javelin paper in this issue. Yet we all know library users over the magic age of 65 who are well and active, and in no need of services different from those provided for other adults. As one looks at what many libraries consider their services for the aging, confusion arises with services for the ill and the visually and physically handicapped, many of whom do not fall into the 65-and-over age bracket. Less than 20 percent of the public library systems in the United States offer services specifically for the aging or services in which more than half of the participants are 65 or older,[3] possibly because the older persons seen most are those who show little evidence of "the problems resulting from the aging process." The 1971 *National Survey of Library Services to the Aging* estimated that there are almost 4 million potential users among the aging whose need for extension services is unmet, more than 2 million whose need for group services is unmet, and almost 2 million whose need for special materials is

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unmet.[4] Yet several respondents to the questionnaires on which the survey is based expressed doubt concerning the need for special services for the aging. Many spoke of the older population's apathy and lack of voice in making their needs known, which results in the likelihood that the elderly are unseen and unheard. The invisibility of older people in need of special services may be the reason why so many libraries prefer to plan services and programs for all adults in general, even though the programs may include features of special usefulness to older people—such as mail service—or be set at times and places convenient for the elderly. Where separate services are provided they are likely to be for the handicapped or the homebound.

One generally recognized characteristic of the aging is their decreased mobility, which may explain the fact that two-thirds of the library services provided for them are extension services.[4] Other general characteristics seem to be "a narrowing of interests and a change to activities requiring less exertion."[5] These may indicate a need for more educational group programs such as the well-known "Live Long and Like It Library Club"[6] of the Cleveland Public Library and the "Never Too Late Groups"[7] of the Boston Public Library, which broaden the interests and stimulate the minds of participants. Although these are among the oldest and most respected programs directed to older people, they have not been extensively copied. Many group programs which present films, book talks or craft and hobby demonstrations concentrate on entertainment, all having unquestioned value, although programs might be more worthwhile with an added educational component.

While the kinds of services shown in the questionnaires used by the *National Survey of Library Services to the Aging* are essentially the same as those reported in a less comprehensive survey made in 1968,[8] there now seems to be many more libraries providing such services more fully, with more equipment, more staff and more innovation. Services are reported from every part of the country by all sizes of libraries. Outreach services to shut-ins exceed all others in numbers. Although an urban library, the Cleveland Public Library, is the largest identified provider of extension services, and urban libraries predominate among those providing these services, suburban and rural libraries were found to serve the largest percentage of their potential elderly users.[9] Some libraries are using the mail to reach the homebound, a service which is generally not limited to older people. The simplest, and probably the commonest outreach service consists of rotating de-

posit collections placed in nursing homes, retirement homes and apartments for the aging, but many libraries are devising ways to deliver books and other materials to individuals wherever they live. Only a few, such as Cleveland,[10] Los Angeles[11] and Detroit,[12] can afford individual service by professional staff members. Milwaukee employs those 65 and over as "library aides."[13] Other libraries are using volunteers to make personal deliveries to those confined to their homes. Among the groups contributing such volunteer service are the Red Cross, FISH (Friends in Service and Help), the Junior League, Church Women United, Beta Sigma Phi, Business and Professional Women's Clubs, Telephone Pioneers, Friends of the Library, Meals on Wheels, Boy Scouts, members of library boards, and teenagers.[14] Some of these volunteers give additional services such as reading aloud, and they all supply the personal attention so important to isolated old people. In Los Angeles, service has been expanded beyond the project's original boundaries by volunteers, but experience there has led to the conclusion that a paid staff member is needed to coordinate the work of volunteers.[15]

Elderly recipients of a service may be involved in the program as volunteers serving their peers. In Detroit, residents of one home for the aged charge books and take requests, and the director of the library's program observes that volunteers who have the necessary qualities of personality can be invaluable in extending library services.[12] The utilization of capable residents to assist the visiting librarian in nursing homes is seen as "work therapy" by the Tucson Public Library.[16] Older people were asked to review books for a project in which the Rhode Island Department of State Library Services wanted to develop "a short buying list of books likely to please the general run of older persons."[17] In spite of the misgivings of one of the elderly reviewers, who pointed out what widely varying tastes people have, an interesting list resulted which was unusual in that it was pretested by its audience.

A children's librarian, working as a volunteer for her church, is telling stories to residents in nursing homes. Although this is not a service provided by her library, she believes it would be a good one for public libraries to offer because of the response it has received. Residents who are able assemble in one area for this group activity, but in some instances a public address system is used in order for bed patients to hear the stories. Sometimes the storyteller visits bed patients after the story hour with the puppets used in telling the story. She says the older people enjoy folk tales and fairy stories, and she has also used poetry, records and films. She has done several story hours built around a partic-

ular country, showing interesting items typical of the country, playing music and songs from the country along with the stories drawn from it.[18]

Some libraries which began service to nursing homes with volunteers have since been able to employ paid staff, as the Tucson Public Library has done recently with funds from the Emergency Employment Act.[19] Expanded or new outreach services have been made possible in a number of libraries with funds from the Library Services and Construction Act, the Office of Economic Opportunity, and the Older Americans Act.[20] This legislation is described in Javelin's paper in this issue.

Specially built and equipped mobile units are key components in several outreach programs. The bookmobile which provides direct service to various institutions and neighborhoods in Milwaukee where concentrations of the elderly live is equipped with a hydraulic lift, which makes it possible for people in wheelchairs to enter it. The South of Market Area Demonstration in San Francisco has a multi-media van which takes taped programs and films as well as books into the downtown area it serves, where many isolated old people live. A "MultiMedia Mobile" is being constructed for the Daniel Boone Regional Library in Missouri, to serve isolated people of all ages in a predominantly rural area. It will be equipped with a 16mm projection system, front and rear projection screens, a 35mm filmstrip/slide projector with cassette facility, cassette tape recorder/players and a listening system, display areas, a puppet stage, paperback books, arts and crafts materials, etc. Among the many programming ideas are slide presentations by elderly people, demonstrations of various types of reading aids for the visually handicapped, and puppet shows which will appeal to old people as well as to children.[21]

A carefully planned shut-in service for individual home delivery has been incorporated into the Toronto Public Library's Travelling Branch, which already offered service with book deposits in homes and clubs for the aged, and bedside booktruck service in hospitals. They use a station wagon for this service, and have found no need for special equipment other than heavy webbing straps to bundle together the books for each borrower. They have also found useful what they call a "bundle-buggy" for use in apartment houses, especially those for the elderly where several borrowers live in a building. An intensive publicity campaign preceded the initiation of the service, which is limited to genuine shut-ins. Some elderly people are eligible only in the winter! They note that the general reading level for users of this service is higher than that in institutions for the elderly, and believe this is be-

cause the people who can remain in their own homes are likely to be in more active physical condition.[22]

In some instances the aging are brought to the library rather than taking the library to them. The Madison Heights, Michigan, Public Library busses senior citizens to the library where special programs, such as handicraft demonstrations, book reviews and discussions, are scheduled for them. The library began the service on a three-day-a-week basis with a rented bus; it proved so satisfactory that the schedule is being expanded with a bus purchased by the library.[23]

In North Dakota, one library uses a Volkswagen bus to bring senior citizens into the library on a regular schedule,[24] another uses what it calls "The Free Wheeler" to transport the elderly from rest homes and housing units to the library; still another pays bus fare to and from the library.[20] While not intended specifically for the aging, the arrangement by which the Marion (Indiana) Public Library has reimbursed the city-owned bus company for each one-way ticket used by a library patron has been of special benefit to older people. The librarian points out that "many passengers are retired persons whose income is limited; reading is a favorite pastime with them and they come often."[25]

A combination of outreach and in-library service for the aging is found in Newton, Massachusetts in "drop-in centers." One drop-in center in a branch library is "open eight hours a day with comfortable furniture, a continuous coffee-pot, reading material, games, etc., for the senior citizens to enjoy." The library conducts book-talk-coffee hours at apartments for the elderly, and also, by invitation, at drop-in centers in local churches.[26] A service which includes many elderly people, the Center for the Visually Handicapped in the Newton Free Library, is "based on a philosophic conviction that visually handicapped persons must not be separated from, but rather, encouraged to use public library resources and facilities."[27] The same philosophic base regarding the aging apparently underlies the programs planned specifically for them in this library.

The kinds of special equipment available, often for loan, have been greatly expanded in recent years. There are magnifiers, large print typewriters and Braillers, special games and playing cards for the visually handicapped,[28] bed specs and ceiling projectors for bedridden patients,[29] photocopying equipment,[24] and stands for large print books,[30] as well as the specially equipped mobile units mentioned earlier.

All kinds of audiovisual equipment are being utilized. Film projectors, record players and cassette recorders are available for loan as

well as the films, records and tapes.[14] Two library systems, the Suffolk Cooperative Library System[31] and the Nassau Library System,[32] report the acquisition of videotape equipment which can be used in many community services including those given in visits to nursing homes. Muriel Javelin reports using this equipment in one nursing home where wheelchair senior citizens served as cameramen and immediate replay proved exciting to the residents. Apparently the objective was achieved of helping the residents develop a greater sense of internal community by involving them in this activity.[32] Further discussion of the provision of mechanical aids for the visually handicapped among the aged may be found in Romani's paper in this issue.

Most of the libraries reporting services for the aging have indicated having collections of large print books, even though many libraries, such as the Donnell Library Center of the New York Public Library,[1] have found that it is difficult to reach the potential user of these materials. The large size and consequent weight of some of the large print books is a deterrent to their use by the aged. At least one library reported that older users have shown a preference for large print books in the 9 by 6 inch size over those which are 11 by 8.[33] Patients in nursing homes tend to avoid books which are too large and heavy, or small books. In the latter the type is likely to be small and the pages hard to turn.[34]

Some programs are developing special materials which show great insight into the peculiar needs of the older person who is isolated from the community. In New Hampshire volunteers are recording local newspapers, church services, and school and civic events on cassette tapes for use in shut-in service.[20] At a nursing home in Tucson, the Papago Indian residents gather weekly for the "Papago Library Hour" which presents "recordings of traditional Papago songs, *El Pomo*, a comical war narrative taped at Sells in the homes of Papagos who remembered the times, hymns and sections of the Bible read in the Papago language."[35]

Audiovisual materials are being used extensively in service to the aging. Films are heavily relied upon for programming directed to older people whether inside the library or out. In fact, the *National Survey* finds that programs of films are the type most frequently offered. Even though many of them are not specifically identified as being for the aging, their timing—in daytime hours convenient for older people but not for most employed and active people—implies that they are planned primarily for the elderly.

An increasing number of libraries are making talking books available, for example those in the Nassau Library System.[36] In the Enoch Pratt Free Library's Community Action Program, Arthur Meyers saw the need to help eligible inner-city residents, especially elderly ones, to know about and use the talking book service. Many of these people live alone and find the equipment and mechanics of the service confusing. Community aides make visits, first to introduce the service and reassure people that it is free, then to deliver the player and carefully explain how it and the service work, and to help with the selection of materials that particular borrower will enjoy.[37]

The National Retired Teachers Association and the American Association of Retired Persons are sponsoring a two-year demonstration program of comprehensive library service for the aged, through which they expect to develop and field-test various methods of providing library services for the elderly. The demonstration programs will be conducted in the libraries of Louisville, Lexington, Somerset and Hazard, communities which range from urban to rural and offer contrasting economic conditions and a variety of racial and ethnic population groups in a state which has a higher proportion of people over 65 than the national average. Among their objectives are the development and provision of materials especially adapted to the needs of older adults, the training of staff to serve older people, and the improvement of existing physical plants by the elimination of architectural problems of various kinds.[38]

Some libraries are placing strong emphasis on their information and referral services for the elderly. In Dallas it became evident that the library was functioning as a resource center both for the older persons themselves and for the people working with them. From this experience the library developed a directory of services for older people, published by a Dallas newspaper as a special supplement. The city's other large newspaper has asked that it also be allowed to publish another year's directory, and it seems likely that an updated version can be published annually.[39]

Ira Phillips, in his report on the White House Conference on Aging, refers to the strong emphasis on "survival issues" in the conference and the urgent need for librarians to relate their services to these survival issues.[40] He suggests that the appropriate units of the ALA examine the whole question of information-referral centers to consider how libraries can become involved in alleviating the problems of the aged. This recommendation suggests that such projects as the Dallas Public Library's

directory point the way in which library services to the elderly should go. Many librarians who observed the preoccupation and intense concern with bread-and-butter questions in the local conferences leading up to the White House Conference will not wait for ALA recommendations, but will proceed to strengthen their information resources for older people and their capability for making delivery of this information in such a way as to meet older people's real needs.

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Staffing Library Services to the Aging

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A CHILLING indictment of the failure of the library profession to absorb and implement the insights of social gerontology is contained in Elliott Kanner's doctoral thesis, "The Impact of Gerontological Concepts on Principles of Librarianship," submitted to the University of Wisconsin in 1972. Using content analysis of library literature from 1946 to 1969, Kanner documents that the median transfer period of an idea from gerontological literature to its first mention in library literature is 5.5 years.[1] Some ideas took from 6 to 11 years. In several significant areas of research, such as studies of age and social status, the role of the aged in society, psychosocial theories of aging and personality, the potential of mass communications and the mass media for reaching the aged, and aging and the political process, Kanner found no evidence of transfer into the library consciousness.[2] Although Kanner feels that the formation of a committee on library service to an aging population by ALA's Adult Services Division in 1957 marked a turning point on the part of the profession toward service to the aged,[3] he nevertheless believes that the public librarian's view of aging and his attitudes toward the aged correspond to those of the public at large, that public libraries still tend to ignore older citizens in their allocation of resources, and at best are inclined to deny that the aged have special needs which require special facilities and programming.[4]

Kanner's research also documents that, after a flurry of interest and activity in library service to the aged in the late 1950s, there was a decline after 1961, with emphasis being placed instead on service to the urban disadvantaged and ethnic minorities. One hopes that Kanner is correct in his theory that this decline in concern for the aged is only temporary and that the profession's awareness of its social responsibility will eventually include concern for the aged, as a discrete, differentiated group.[5]

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Kanner's assumption that there is a direct correlation between interest in service to the aged as reflected in library literature and actual service provided in libraries would appear substantiated by the *National Survey of Library Services to the Aging,* initiated in July 1971 under a grant from the Higher Education Act, Title IIB to the Cleveland Public Library and conducted by the firm of Booz, Allen and Hamilton. This study, both in its preliminary phase,[6] which was completed in the fall of 1971 in time for the White House Conference on Aging, and its second, more comprehensive, phase which was completed in the fall of 1972, has been described as an important "landmark in library development."[7] The purpose of the study was "to determine the scope of library service rendered to persons over 65 by public libraries and libraries at state and federal institutions." Library services were defined to exclude routine services such as book lists, and also routine services offered to individual adults who happened to be over 65, but without special regard to their age, location or physical characteristics. Included were programs and services which are offered specifically for the aging population or in which at least 50 percent of the participants were 65 years of age or older.

Although the ultimate purpose of the full study has been to provide a comprehensive inventory of library services to the aged which can serve as a benchmark for future planning and development, the researchers faced serious strictures of time and money in their preliminary phase since one of their goals was to create a brief statement for distribution at the White House Conference on Aging.[8] Therefore, rather than query directly all 1,300 U.S. public libraries serving over 25,000 people (which was accomplished in the second phase), the preliminary study drew its universe by asking the fifty state libraries to identify the public libraries within each state which were known to be providing specific library programs for the aged. The public libraries thus identified, as well as those which had received grants for service to the aging under the Library Services and Construction Act and the Older Americans Act, those recognized by state administrations on the aged, by U.S. Department of Health, Education and Welfare regional program officers, and by selected knowledgeable librarians were then surveyed by questionnaire and/or field visit. Although the emphasis of the study was on services provided by public libraries, state libraries as well as institutional libraries operated by state and federal governments were also included. Questionnaires were also mailed to deans of graduate library schools to determine the extent to which services to the aging were in-

cluded in the graduate school curriculum. Returns were received from forty-six state library agencies, forty-one state administrations on the aged, thirty-nine graduate library schools, nine LSCA regional program officers and twenty state health, welfare and correctional agencies. Based on these sources, questionnaires were sent to 390 public libraries and 80 institutional libraries. Responses were received from 266 public libraries and 33 institutional libraries.[9]

The period selected for the study was the decade from 1961, the year of the first White House Conference on Aging, through 1971, the year of the second conference.

A complete inventory of all library services to the aging, vital for intelligent future planning, was completed in 1972, and confirms the findings of the preliminary study.

What does the *National Survey* reveal about library services to the aging in the 1960s? In summary:

> Library services to the aging have not developed at a pace consistent with the increase in the number of 65+ persons in the nation and commensurate with the increase in national interest in the needs and problems of the aging.
>
> About two-thirds of the state library agencies and public libraries gave the aging the lowest priority for program development compared to other age groups in the population.
>
> Funds for services to the aging, as defined by this study, constitute less than 1% of the budgets of state libraries and public libraries.
>
> Less than 1% of the federal funds available for support of public libraries is allocated to services for the aging.
>
> Considerably less than 1% of the available staff time of both state libraries and public libraries is devoted to providing library services to the aging.
>
> Few libraries at state and federal institutions provide comprehensive service to aging residents.[10]

When one considers that this preliminary picture was drawn from public libraries "considered to be relatively advanced in providing services for persons 65 years and older,"[11] the situation is bleak indeed, and bears out Elliott Kanner's projection.

Negative evidence that public libraries are *not* planning to serve the aging is also contained in the preliminary study of goals for the public library, for which Allie Beth Martin served as project coordinator.[12] To learn how major public libraries perceive their present development and future priorities, and how these perceptions may have changed during the last twenty-five years, the sixty public libraries studied in

the Public Library Inquiry[13] in 1948 were repolled. Asked what their major service developments had been since 1948, not one library mentioned service to the aging, although patrons over 65 may have been included in such categories as outreach to inner-city residents, new services to institutions and handicapped, and improved adult and children's services.[14] Asked what services and priorities they saw for their libraries in the future,[15] again, not one of the sixty libraries mentioned the aged, although there was emphasis on service to the blind, institutional service, service by mail and model cities programs, all of which might reach substantial numbers of patrons over 65. One of the major recommendations of the study, however, was "to develop new patterns of service to meet the needs of the disadvantaged, the handicapped and the institutionalized, minorities *and the aging* (author's italics)."[16]

In summary, these three current major studies, Kanner's on "The Impact of Gerontological Concepts on Principles of Librarianship," the Booz, Allen and Hamilton *National Survey of Library Services to the Aging*, and Allie Beth Martin's *Strategy for Public Library Change . . . Goals–Feasibility Study* document that public library service to the aging is not receiving the priority it deserves. This lack of service, and more serious, lack of awareness of the needs of the aging became apparent as planning got underway for the 1971 White House Conference. Ira Phillips, executive secretary of ALA's Association of Hospital and Institution Libraries had to report that "few librarians were involved in White House Conference planning at any level" and that no state agency on aging responded to efforts on the part of ALA to identify local delegates to the conference.[17] It is not surprising that "there were no recommendations . . . growing out of the Education Task Force deliberation."[18]

What is the reason for the indifference on the part of libraries to the aging who constitute 10 percent of the present population, and whose number and percentage are generally believed will increase in the future? The *National Survey* theories that "the absence of special programming for the aging is a result of the traditional philosophy of library service held by most librarians–namely, that the library should provide services of universal scope and appeal. The result of this approach has been to submerge the needs and requirements of a particular group or segment of the population that might have a unique claim on the resources of the library."[19] If one assumes that this "traditional philosophy" is no longer adequate, and that the public library, if it is to remain a viable institution, must develop "new patterns of service,"

then the key must lie in the training and retraining of library staff at all levels—administrative, professional, paraprofessional, even volunteer. In this conclusion, the three studies cited above are in agreement.

The *Strategy for Public Library Change* study identified, among the twelve critical problems facing libraries today, the library staff's inflexibility and lack of service orientation, the ineffectiveness and irrelevance of preservice education as it is practiced in most library schools, and the lack of adequate opportunity for continuing education.[20]

The *National Survey* concludes: "Librarian interest and motivation are primary factors in the development of service to the aging. . . . Research and training programs need to be strengthened and broadened to familiarize librarians with needs and opportunities to serve the aging. . . . Furthermore, expanded pre-service and in-service training opportunities need to be provided to acquaint and equip librarians with opportunities and techniques for service to the aging."[21] The survey proposes the following steps as vital to enhancing opportunities for motivating and training librarians in providing services to the aging:

> Expanded course offerings in graduate schools of library science.
>
> Provision on a regular basis, of seminars and institutes dealing with library services to the aging. Sponsorship may be by universities, federal and state library agencies, and library professional associations.
>
> Establishment, within the public library, of specific staff responsibility for developing, coordinating and evaluating in-service training opportunities for library professional staff, paraprofessionals and volunteers. This responsibility could be combined with the staff function of older-person program coordination.[21]

Elliott Kanner underscores the need for widespread preservice and inservice education in library service to the aging by reference to a curious statistic. He found that nearly 35 percent of all references on service to the aging in library periodicals between 1946 and 1969 were either written by or concern the work of four librarians: Fern Long, Eleanor Phinney, Orrilla Blackshear and Rose Vainstein.[22] These are the people, he concludes, who have kept in close touch with gerontological developments through conferences, workshops and institutes. Anyone knowledgeable in library service to the aging could expand Kanner's list to approximately a dozen leaders who are responsible in great measure for most of the imaginative, innovative, effective library services to the aging. No matter how strong these giants are, they cannot be expected to be responsible for service to the 20 million aged people scattered all over the United States. We must develop new lead-

ers and broaden the base of competence throughout the whole library profession.

In considering the present state of preparation for service to the aging we need to consider both preservice and inservice education, and education on the professional and paraprofessional levels, and for both paid and volunteer staff. In all these areas, what is the present state of affairs?

Preservice Professional Education

The preliminary *National Survey* asked deans of forty-three graduate library schools to identify formal training programs held since 1960 specifically for serving the aging, or for persons with handicaps which generally befall the aging—e.g., poor eyesight, reduced physical coordination, etc., as well as other programs such as lectures or seminars, any studies conducted on the characteristics or library needs of the aging and how such studies were being used in planning library programs or services to the aging. The deans were then asked three additional questions: "(1) What library programs or services are needed by the aging but are generally unavailable? Why? (2) What can be done to expand and extend library programs or services for the aging? (3) What are the major barriers or constraints to expansion of such services?"[23] Thirty-nine of forty-three graduate library schools responded to the survey questionnaire. Twenty of the schools cited a total of thirty-six courses which touched upon library services to the aging—usually introductory courses in librarianship and courses on serving minority or disadvantaged groups.[24] That this amount of course infusion is too little and too late is evident from the low level of development of services throughout the country.

Two library schools, North Texas State University and Wayne State University, conduct programs combining library science with courses in gerontology, leading to a master's degree in library science with a specialty in library service to the aging. North Texas began its program in 1969/70, and Wayne State in 1970/71. At the time of the study only nine students had graduated and six were currently enrolled. While no records on the current occupations of graduates are maintained, faculty at both schools believe that the majority enrolled in the program are now working in public libraries where at least part of their work assignment is to serve the aging. One Wayne State graduate is working as institutional consultant and librarian for the blind and physically handicapped in the Virgin Islands, while another is working as librar-

ian for the Institute of Gerontology, a University of Michigan-Wayne State University interdisciplinary agency established by the Michigan legislature in 1965 for training, research and service.

At both Wayne and North Texas, candidates are awarded fellowships under the Older Americans Act which provide university tuition for the length of the graduate program plus a stipend of approximately $250 per month, depending upon the candidate's experience, dependents and educational level. Traineeships are awarded only to full-time graduate students and only to citizens of the United States or aliens having a permanent visa. Effort is made to recruit people personally fitted and genuinely committed to serving the aged.

At both schools, candidates participate in the regular core graduate library science curriculum, with library science electives relevant to their special interest, such as "Public Library Services and Systems" and "Reading Interests of Adults." They are also required to enroll in a gerontology sequence which, at Wayne State, includes courses in The Psychology of Aging, The Sociology of Aging, and Income Maintenance in Retirement. Other gerontology courses are available which students may take as electives. Since the University of Michigan and Wayne State University have an arrangement of reciprocity of credit, students may elect courses on either campus without regard to the University in which they have matriculated. A proseminar in aging, held periodically in the academic year, brings together gerontology students from the various colleges of the university such as social work, political science, education, and medicine.

The students do supervised field work in public libraries having special strength in service to the aged. Wayne State University students have been placed in the Detroit Public Library, Cleveland Public Library, the Nassau Library System, and the Library of Congress Division for the Blind and Physically Handicapped. Small sums of money to cover necessary travel costs to out-of-town field placement and attendance at gerontological conferences are also available in the program.

As a part of their academic requirements for a degree, Wayne State University students also engaged in a research project about some aspect of library service to the aged. In 1971/72, the gerontology fellows, plus a few students from the regular program, conducted a series of case studies about library service to the aging in ten exemplary libraries.[25] The case studies had been proposed by the ALA Committee on Library Services to an Aging Population. Among the questions which this committee hoped would be answered were:

1. What special services do public libraries offer the aged?
2. To what extent do libraries serve shut-ins, nursing home residents, residents of housing projects and apartment hotels?
3. Are the aged people served satisfied with library programs?
4. Are older adults involved in the planning and operation of the library programs as advisory committee members, as paid assistants, as volunteers?
5. Are adequate materials available for aged users in American public libraries?
6. Are special programs for the aged necessary? Is it desirable to plan services which segregate the aged from other adult library users?
7. What is the relationship between library programs and programs of other agencies serving the aged?
8. Does the library provide any unique services for the aged?

In summary, the committee hoped that the case studies would result in: stimulation of more effective library services for elderly people; provision of more objective information for librarians about how existing programs are actually operating and what they are accomplishing; stimulation of elderly people to become aware of the opportunities in library programs for either volunteer or paid positions; and development of closer working relationships with representatives of other disciplines. This project proved to be not only an excellent tool for informing students about the potential and actuality of public library service to the aged, but also a stimulation to the libraries being surveyed. Experience with the case studies was helpful in shaping the survey instruments for the *National Survey*.

The gerontology specialist programs at Wayne State and North Texas have many advantages:

1. They are truly interdisciplinary, and manage to avoid the confusions often concomitant with team teaching. The required gerontology courses, at least at Wayne State, are planned to provide an orientation for students from many different disciplines.
2. They are feasible programs which are relatively economical of the time of the library science faculty. In order to succeed, the program needs only a library science faculty member interested in and knowledgeable about service to the aging, strong programs in the psychology, economics, and sociology of the aging (provided by other university departments), and fairly close good public libraries which are willing to provide students with opportunity for field experience. An interdisciplinary institute, such as Michigan's

Institute of Gerontology, located in the university of which the library school is a part, greatly strengthens the program.

3. They are small enough so that graduates in this new field can be absorbed into positions. The major problem in professional preparation for any new field is the familiar dilemma of how to balance the number of candidates with the number of positions. If too few candidates are prepared, the field cannot grow. If too many are prepared, they cannot be placed. Public libraries feel that lack of funds is one of the major reasons that they have not offered library services to the aging.[26] Especially during the last two years, many public libraries have been unable to expand services, and it has not been easy to place even the small number of specialists in service to the aged. It is urgent that recruiting for the program be done on a national or at least regional scale so that local "markets" are not flooded.

The programs at Wayne State and North Texas State can be studied as models for future development of preservice education. They provide preparation for both direct service and research, and are concretely possible. It may be that a few more such programs should be undertaken, perhaps in the southeast and the east. One of the findings of the *National Survey* was that there is no correlation between geographic concentration of the aging and the number of providers of services for this group among the states.[27]

Continuing Education

What is the picture regarding continuing or inservice education for library service to the aged? While the number of new specialists which the public libraries of the country can absorb may now be open to question, there is no doubt that the present workforce needs to be upgraded. Responsibility for inservice professional education is divided among the graduate library schools, state library agencies, state, regional and national library associations, and large public library systems.

The *National Survey* was able to identify five short training courses conducted by library schools to give librarians special skills for service to the aging. Approximately 100 public librarians and state library personnel attended these institutes. Sponsors have been: University of Wisconsin, for librarians serving readers in hospitals and institutions, July 1968 (thirteen days); Wayne State University, for librarians in a position to conduct training opportunities in their own communities, states or regions, October 1969 (five days); University of Michigan, for

librarians serving the noninstitutional handicapped, July 1969 (five days); and University of Oregon, two two-day institutes in May 1969, and May 1971.

At the Wayne State University institute, participants developed a seventeen-point statement of guidelines including four statements relating directly to personnel, staffing and training. These are:

9. The total library staff should be trained to serve the aging as adult individuals with special needs and characteristics.
10. Every library should designate a staff member with special responsibility for coordinating services to the aging.
11. Appropriately trained volunteers with clearly defined responsibilities may supplement the professional staff in serving the aging.

. . . . . .

13. Training for librarianship should include, in the curriculum recognition of the special needs of the elderly.[25]

It seems obvious that many more short institutes on service to the aging should be conducted by library schools in all regions, if not in all states. Such institutes could benefit from coordinated planning and cooperative production of instructional materials. They should be aimed at trainers of trainers and should focus on implementing the best insights of social gerontology as well as on the needs of the aged as summarized by the White House Conference on Aging.

Because there is little evidence that all library schools have faculty interested in and equipped to provide such continuing education, it would be profitable to hold at least one short institute for graduate library school faculty in the ALA-accredited library schools. Michigan's Institute of Gerontology holds regular one- or two-day faculty seminars on various elements of aging to which community college faculty and faculty from all schools of the universities are invited. Because the universe of library schools is a manageable one, it seems feasible to conduct one national training institute for library science faculty. Documents from the White House conference and reports on the *National Survey* would provide excellent instructional material for such an institute.

The *National Survey* also uncovered evidence that "some state library agencies report that they provide training opportunities."[28] Staff development and training were cited by the state libraries as the third most important activity they perform in supporting library services to the aging. Data were not available, however, on the number of participants in state library training programs, or their impact upon local li-

brary service. At least two state library agencies, New Jersey and Massachusetts, conducted workshops for public librarians of their states and offered LSCA incentive grants to them after they attended Wayne State University Trainers-of-Trainers institute in 1969.

A three-day institute for the public librarians of Kansas, held in the Spring of 1972 by the Kansas State Library under Title I, LSCA, may be typical of the state training institutes. Participants were introduced to major insights of social gerontology—who the aged are, what special needs they have, what public libraries are doing to meet these needs, and how Kansas libraries might plan together to better serve the aged in the state. The focus of the program was on concrete, immediate and long-range planning for Kansas library service. Specifically, the institute was aimed at preparing libraries to apply for grants for service to the aging which were being offered as a part of the state's plan for library development under Title I, LSCA. Contact between librarians and other professional people in public and private, state and local agencies in Kansas was structured into the institute.

It would be useful if more institutes could be scheduled in two time segments, so that participants could begin to plan services in the first segment, and then return to report progress and share experiences and problems for a day or two after a year or six months. In 1966, the New England Center for Continuing Education at the University of New Hampshire offered a pilot institute on Education for the Aging for personnel in local or state public agencies on aging, hospitals, institutions, churches and schools. The institute was arranged in this pattern:[29] the first part of the working institute lasted ten days, in which it was expected that participants would develop specific projects with which to experiment for six months. Institute staff offered counseling and other kinds of practical assistance. In the three days of the second part, scheduled six months later, institute participants were expected to describe their projects and assess objectively the degree of success attained and the major factors associated with the success or failure. This pilot institute, with its structure for practical implementation and evaluation, might well be used as a model for continuing education on library service to the aging by universities and state library agencies.

The *National Survey* also discovered that "few public libraries train their staff for work with the aging." The forty-seven public libraries which offered such training represent 20 percent of the public libraries which reported service to the aging, but less than 0.1 percent of all the public libraries and public library systems in the United States.[28] Ex-

emplary among public library inservice training programs is that conducted by the Nassau Library System for its member libraries under the direction of Muriel Javelin, then Coordinator of Adult Services, and one of the leaders in this field.[30] It may be that as more training opportunities become available through graduate library schools and state library agencies, the role of most public libraries will focus on training paraprofessional and volunteer staff. Large library systems might be able to provide better training if they had access to instructional materials and packaged programs tested and perfected by graduate library schools.

Content of Professional Education

The White House conference made it clear that most old people are primarily concerned with what Ira Phillips described as "survival issues"—health, income maintenance, housing, etc., rather than with recreation, or reading for its own sake.[31] In its 1970 report, the President's Task Force on the Aging emphasized that "even if the income, health, and shelter problems of older persons were resolved, or at least ameliorated . . . significant barriers would still exist to the involvement of the elderly in the life of the community. . . . Frequently community services are fragmented, dispersed and confusing. Consequently, many elderly do not take advantage of such resources . . . communities must more actively insure that older persons are informed of and helped to utilize the resources to which they are entitled."[32] The public libraries reporting to the *National Survey* universally offered some form of library service to aged people who are institutionalized or shut in, and usually maintained some group activities for well-aged people living in the community, but not one of them reported full-scale information-referral service for old people and their families and the agencies which serve them. The closest thing to information service uncovered in the first phase of the *National Survey* was a special issue of the *Dallas Times Herald* which carried a directory of resources for senior adults prepared by the Dallas Public Library.[33] The fact that this directory required only eight pages, and that it was almost certainly out of date in some particulars the day it was published indicates that while the Dallas project is worthwhile it still is not a genuine information-referral center.

Although librarians are accustomed to organizing information files, information-referral centers require a new set of skills not always considered central to librarianship. Among these are skills in coordination with other social agencies, in making information readily available, in

publicizing services, in training nonprofessionals for the initial contact with clients, and in surveying the needs of the aged community. A bibliography entitled *Information and Referral Centers: A Functional Analysis,* prepared by the Institute for Interdisciplinary Studies under a grant from the Administration on Aging,[34] documents the dimension of the problems which must be faced in the reliable transfer of information.

Since access to information on community resources is such a vital need for the senior citizen, and since funds are now available for information centers through the Social Security Act, and since a full-scale information-referral center is a new area for most, if not all, public libraries, course content which will aid in developing these skills should be emphasized in both preservice and continuing education. Emphasis should also be given to the insights of social gerontology and to information on the fund sources whereby programs and services for the aged can be supported.

The Role of the Aging in Library Staffing

All authorities writing about programming for the aged emphasize that aged people should have a share in planning services and in implementing programs, either as paid or volunteer workers.

The ALA's *Guide to Library Cooperation,* prepared for the 1971 White House Conference on Aging, indicates in a nine-point statement on the library's responsibility to the aging that libraries should serve their communities by (1) utilizing the potential of the older person as a volunteer to reach his peers; (2) employing the older adults in programs designed specifically to serve the elderly; and (3) involving the elderly in the planning process when designing special services and programs for older adults.[35]

The *National Survey* lists as one of the study's major recommendations that *"the use of the aging as paid employees for work with their peers should be substantially expanded."* The researchers argue that "many aging persons possess special understanding of the needs and interests of older persons and skills and abilities in interpersonal relations that could benefit many organizations. Retirement on an arbitrary age deprives society of these skills and often creates a loss of personal worth and identity in the life of the aging person. Furthermore, many among the aging would benefit from additional income, to supplement their current resources."[36]

Milwaukee Public Library's use of five community aides—all over 65

with one over 80—can be a model for other libraries. The aides work twelve hours each week and perform such tasks as "investigating and evaluating potential bookmobile stops, developing materials to shut-ins and verifying eligibility of potential shut-in service customers."[37] The community aides received initial training in interviewing techniques and community resources during a seven-week, 60-hour course offered by the University of Wisconsin at Milwaukee under a grant through the Older Americans Act. Subsequently, they were trained in library techniques and objectives by the "Over-Sixty" staff of the Milwaukee Public Library.[38] Although the aged library users interviewed during a Wayne State University case-study project declared universally that they judged the librarians who served them in terms of their professional skill and warmth of personality, and that they were indifferent about whether the staff was young or old, Milwaukee's experience is that community aides who are themselves senior citizens helped to reassure insecure older people and encouraged them to make the effort to remain active and outgoing.[38]

Boston Public Library has six elderly staff members who work part-time in the library under a federally funded city program.[39] The Detroit Public Library uses residents of Eventide, a home for the aged, to maintain library services for the institution.[40] In the public library in Monticello, Illinois the aging in local nursing centers do reviewing of children's books. Although the program was designed to provide encouragement for the reading of children's material without offending the readers, both the readers and the library derive benefit from the project. The Monticello Library has also involved patients at one nursing center in repairing and maintaining books, to the mutual advantage of both library and patients.[41] Both Boston and Cleveland Public Libraries involve volunteers from their elderly group to assist in planning, evaluating and implementing the programs.

In general, most libraries report that most older people are resistant to helping plan or administer the programs offered to them. The Wayne State University case studies found the aged users "emphatically inclined to let the library do the work and make the choices for them."[38] However, lest librarians abandon the concept of involving aged users in planning for themselves, Robert Kastenbaum, professor of psychology at Wayne State University, warned a group of librarians in 1968 that "we cannot formulate a final and definitive description of the personality of the older person. . . . Different people are becoming old all the time . . . and in a society that is continuing to change its

technologies and values within as well as between generations."[42] Kastenbaum anticipated that the new aged may be better educated, native born with good health, receiving an adequate income, accustomed to a high standard of living, prepared for aging and retirement, less guilty about retirement and leisure time, more interested in continuing education and in creative, recreative and civic activities, more likely to accept programmed assistance, and more aware of themselves as a social force.[43]

The *National Survey* found that libraries rarely hire aging persons, but that some libraries utilize aged persons as volunteers. Libraries who use volunteers generally report success, especially when volunteers have received formal training before beginning their duties.[44] There is need for a study of how libraries recruit, train and utilize volunteers and how their service might be evaluated.

Administrative Staffing Patterns

A discussion of personnel for library service to the aged would not be complete without a comment on the wide variation in current staffing patterns. The *National Survey* found that "staffing of services to the aging is minimal."[45] Many libraries divide administrative responsibility for service to the aged between an extension and outreach unit, main library and branch personnel. Milwaukee Public Library has drawn much of the library's services into a single over-sixty unit, as has St. Louis. In Nassau County service to the aged is considered an important part of the responsibility of the coordinator of adult services. The state and public librarians who participated in Wayne State University's Institute on Services to the Aging recommended that "every library should designate a staff member with special responsibility for coordinating services to the aging."[25] The *National Survey* found divided responsibility for service to the aging the rule in both state and public libraries.

Recommendations

It must be granted that education for library service to the aged at all levels has been deficient and that library schools and state library agencies responsible for professional preparation of librarians are responsible, at least in part, for the low level of public library service to the aged. The following recommendations seem reasonable:

1. Following the model provided by Wayne State University and North Texas University, a few additional graduate library schools

should offer joint library science-gerontology programs leading to a master's degree in library science with a specialty in service to the aging.

2. Graduate library schools, in cooperation with the Bureau of Libraries and Learning Resources, should offer many short (five-day) institutes in all the geographic regions of the nation to prepare trainers of trainers employed in state library agencies and large public library systems. These institutes should be cooperatively planned by the graduate library schools and should develop instructional materials usable in local training institutes.
3. At least one institute should be planned to prepare library educators in the graduate library schools to better teach services to the aging at preservice and continuing education levels.
4. State library agencies should take the initiative in offering continuing education to the public librarians of each state, leading to a coordinated, statewide plan for services to the aging.
5. Guidelines should be developed for the recruiting, utilization and training of paraprofessional and volunteer personnel to work with the aging. Such guidelines might grow out of a survey of present practice.
6. Public libraries should experiment with new organizational structures for service to the aged, including a position of coordinator of service to the aged.
7. Content of professional preparation for library service to the aging should include education for service to handicapped, institutionalized and shut-in persons, group activities with the well aging, maintaining liaison with professional people from other disciplines and the establishment and maintenance of information-referral centers.

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Research in the Field of Aging and Its Relation to Public Library Services

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IN HIS EXCELLENT doctoral thesis, "The Impact of Gerontological Concepts on Principles of Librarianship,"[1] Elliott Kanner observes that the major research activity in this field took place between the years 1946 and 1961. He attributes the decline in references to aging in the library literature since 1961 to competition with other social groups that use libraries. To be sure, since 1961 there has been a great interest in developing new programs for the illiterate, semiliterate and the "disadvantaged." At the same time there has been a general disregard of the fact that the majority of the old belong in the category of the disadvantaged.

Investigation into library literature and into all writing in the area of gerontology would indicate that Kanner's observation is true not only of libraries, but of social service and academic developments as well. This does not signify that programs and services for older people ceased in the 1960s. They did not; but it is possible to say that they proceeded, with some notable exceptions, on a plateau.

Kanner recognizes, as must all who have any familiarity with the field, that there was a certain exhilaration about early inroads into this territory new for librarians. Much of the early literature is therefore descriptive and endeavors to communicate to the profession the needs of the older population lying unexpressed and unmet. Not until this specialty was recognized by the ALA's Adult Services Division was true investigative and evaluative research done. Implicit in Kanner's thesis is the thought that by now those early articles have become important source material for the present-day researcher.

Truly standing out as a major thrust in the direction of accomplishing this type of research, and taking its place beside Kanner's thesis as a monumental research effort, is the *National Survey of Library Services*

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to the Aging, produced in two phases, and made possible by two separate grants from the U.S. Department of Health, Education and Welfare, Office of Education, Bureau of Libraries and Educational Technology. Taken together the two studies effectuate the originally stated objective of the survey—to investigate those programs for older people current in 1,300 public libraries in the United States serving populations of 25,000 or more. The survey was confined to the decade between 1961 and 1971. Because of financial constraints, the first phase was limited to certain selected public and institutional libraries in the United States already known to be carrying on special programs for older people.[2] The second phase carried out the original objective of surveying the entire universe as defined in the beginning by those conducting the survey (Booz, Allen and Hamilton, Inc.).[3] Further description of the methodology of the *National Survey* is given in Casey's paper in this issue.

The findings of the survey are important for those planning future library service programs for this group. Its chief significance lies in the fact that it was done at all. First, the making of a research grant to accomplish it is a proclamation that this field of librarianship is considered important and is at the same time a gentle reminder that its development should continue. Also, any review of the past and present is a potential springboard into the future; if the survey can perform that function, it is eminently important. In this connection, the first phase of the survey's conclusions and recommendations merit careful attention; they note that library services to the aging have not developed at a pace consistent with the increase in the number of people in the nation 65 years of age and over, nor at a pace commensurate with the increase in national interest in the needs and problems of the aging. Where those services do exist conspicuously, librarians have been exposed to work for the aging carried on by other disciplines. Kanner makes this same observation, but adds that librarians were open to the implications of what went on in other disciplines and made a creative transfer of philosophy and techniques to librarianship.[4] As Casey points out, the survey urges the strengthening and broadening of research and training programs to familiarize librarians with the needs of the aging and opportunities to serve them.

The second phase of the survey, in which responses from 858 public libraries were tabulated, corroborates the findings of the first phase, and concludes with strong "Overall Observations and Conclusions." The authors summarize their recommendations as follows:

> Services to the aging should be regarded as a distinct program for

purposes of planning, coordination, and evaluation but consist of an aggregation of several services each designed to meet the special needs of the aging.

Federal library legislation should formally recognize the aging as a distinct group of disadvantaged persons and provide funds for program development and professional training.

Organization for the planning, development, and evaluation of library services to the aging should be strengthened at federal, state, and local levels.

The states should give higher priority to library services to the aging.

Programs offering the most service for the lowest unit cost should receive increased emphasis.

Public libraries should insure that opportunities to meet the special needs of aging individuals are investigated and developed.

The use of the aging as paid employees for work with their peers should be substantially expanded.

Further research should be undertaken which builds on the findings and recommendations of this study.[5]

Strong emphasis is given to the need for further research; specific areas for this are recommended, including a study of staff skills needed for effective service to the aging and the aging person's estimate of his own library needs and desires.

Reference has been made to the increase in national interest in the needs and problems of the aging and the library's failure to match its activities to that increase. It is important to realize that much of the interest now focuses (as it always has) upon the physical requirements of the aging: adequate income, proper nutrition, decent housing, available medical care, and most recently, death with dignity. The urgency of intellectual activity on the part of older people gets short shrift.

In geriatrics, a field closely related to gerontology, research into the causes of human aging has been proceeding steadily. In a letter to the director of the International Forum on the Control of Human Aging, held in Zurich, on September 2-5, 1971, L. V. Komarov of the Academy of Sciences of the USSR wrote:

> The main effort now, as I can see, should be directed to achieve the right understanding of the problem and the adequate attitude to it [the prolongation of the life span] as soon as possible. It is necessary to achieve the comprehension of the fact that the prospect of creating effective life-prolonging means against aging and death as its consequences,

> introduces a quite new situation in the life of human society. Natural aging and death, which up till now have been considered to be "normal," common, not subject to Man,—now must be considered as a natural calamity which can and must be fought as resolutely as science and people would fight any other natural calamity killing all without exception.[6]

What Komarov implies with the words "new situation in the life of human society" boggles the mind. Even the comparatively slight increase in life expectancy since 1900 has raised questions and problems which we are trying to solve and which are even now placing a strain upon the society. There are few groups for which the implications are greater than for librarians and other educators.

In 1726, Jonathan Swift foresaw a possibility which he thought might materialize in the distant future. In his bitter satire, *Gulliver's Travels,* he wrote about the country of Laputa. One of Gulliver's side trips from there took him to Luggnagg, and it was here that he encountered the Struldbrugs, or immortals. These were people marked by destiny—to be distinguished by a red mark over the left eyebrow—to live forever. When the voyager first heard of these, he was struck with inexpressible delight, and immediately thought of the many advantages which immortality might confer upon a man. Among them were the possibilities of excelling in learning, of forming and directing the minds of hopeful young men, and, with other Struldbrugs, mutually communicating their observations through the course of time, remarking the several gradations by which corruption steals into the world, and opposing it at every step by giving perpetual warning and instruction to mankind. The voyager's enthusiasm about Struldbrugs was brought to a sharp halt, however when a native Luggnaggian told him that after fourscore years, all had the follies and infirmities of old age, were incapable of learning anything new, could not amuse themselves with reading, could not carry on a conversation, had no curiosity, and were dispised by the rest of the population.

It would be a library's function to combat Struldbrugianism, to which the society has come dangerously close in the stereotypes it has developed concerning the old. Jacob Tuckman and Irving Lorge have made a study of these stereotypes in an important article.[7]

Compulsory retirement at 65 or earlier is leaving thousands of men and women without a role or self-identity and with a sense of failure. Streib and Schneider, in their study *Retirement in American Society* find that "retirees form a greater percentage of the population every year," and hope "the older perspectives on the lifetime virtue of work

may be altered, with new and satisfying roles emerging."[8] This thoroughly researched work points toward the need to intensify library programs with and for older people. These authors tend to favor the controversial theory of disengagement as aging progresses, a theory with which the educator whose philosophy embraces continuing involvement must take issue.

Certainly physical competence, while of interest to the librarian planning or already engaged in a program for older people, is not of prime importance. Obviously mental ability, together with motivation to put it to use, is of such importance.

Determination of the learning ability of adults has been a research target for some time with the name of Edward Thorndike coming immediately to mind. In his book *Adult Learning*,[9] the outstanding finding from extensive research was that from the twenties to the fifties the principal difference between younger and older learners is to be found in the speed of their performance. Even then he discovered that the relative rate of learning declines less than 1 percent from age 25 to approximately 50. At present, it seems strange that Thorndike stopped his investigation at age 50, since we are now thinking in terms of the seventies and eighties. It was no accident that the great burst of energy enlivening the adult education movement in the 1920s coincided with Thorndike's studies not only of learning abilities but also of motivation.[10] However, even then, thoughts of learning in the years beyond 50 were harbored by very few.

In the 1950s there was a geriatrician, Martin Gumpert, who was most instrumental in calling attention to the aging individual as a whole person. He became editor of a magazine, *Lifetime Living*, which was typical of a whole spate of journals which appeared, flourished for a while, and then, with few exceptions, disappeared. In a 1952 editorial entitled "Who is on Our Side?" he stated that the magazine's platform was "to help this nation become aware that life does not end in middle age and that all of us are entitled to be happy, healthy, productive and independent to our last days. This, indeed, creates the great opportunity of our century."[11]

While he lived, Gumpert was the leader in both the gerontological and the geriatric fields. Personally he was a gerontophile, and at age 53 already viewed himself as an older person, and identified completely with the aged. On April 16, 1953, he gave a talk to the Western Reserve University School of Applied Social Science. He called it "Geriatrics and Social Work," although he might just as well have called it "Geriat-

rics and Librarianship." In it he predicted a population of 25,000,000 people over 65 by the end of the twentieth century. (Results of the 1970 census show that he was conservative in this estimate. The total now is 20,065,502, out of a total population of 203,211,926.[12]) Gumpert said, "This unprecedented evolution of old age from an isolated, ill-understood and misplaced group into a mass sector of millions requires indeed a thorough reexamination of all our social and cultural values and an educational effort beyond anything that has ever been tried."[13]

Gumpert received an accolade granted to very few, which demonstrated the strength of interest in this subject in the 1950s: a two-part profile of him entitled "Geriatrician"[14] appeared in the *New Yorker*. In it Gumpert refers to the research into learning abilities conducted by a professor in Holland, C. H. Stratz. That research revealed that our mental capabilities rise sharply from the age of 20 to the age of 40, then rise more slowly. According to Stratz, we reach our mental peak at 60, after which a slow decline sets in, but so slow that an octogenarian's mental capacity is equal to that of a man of 35. Gumpert stands out because he saw so clearly that future research must concentrate on keeping the minds of the aged alert and at the highest degree of efficiency. He gave this a priority equal to that of keeping the physical body in optimum condition.

There are groundbreakers in every movement, and much of the great wave of interest in gerontology may be attributed to Clark Tibbitts and Wilma Donahue who started to work in this field in the early 1940s. Tibbitts' magnum opus is undoubtedly the *Handbook of Social Gerontology: Societal Aspects of Aging*, which he edited and which leaves no aspect of the subject uncovered. In the preface, Tibbitts states, "This *Handbook* represents a first attempt to identify and structure a new field of research and learning—social gerontology."[15]

As Kanner aptly points out, it was the sociologist's definition of this field which had a profound influence on library programs for older people. He writes, "Many of the articles in library periodicals have been written by, or concern the work of librarians who have been leaders in relating the field of gerontology to librarianship. . . . These individuals were in close and direct touch with gerontological developments through conferences, workshops and the institutes they described in their articles."[16]

Bearing out these words, the first article to appear on a public library's educational program for older adults traced the origins of the activity back to a suggestion made by a social worker engaged in ge-

rontological work at the Cleveland Welfare Federation. First given as a paper at the 1948 ALA Convention in Atlantic City, it appeared under the title "Live Long and Like It Club: A Project in Adult Education for Older People."[17] This was a milestone in library development. It introduced the idea of a service to a segment of the population hitherto not considered a special group by librarians. In a broader sense, it stated clearly the theory that attention should be paid to the educational needs of older people as well as to their physical requirements of shelter and food.

When the Adult Education Association of the United States was organized in 1950, it included among its many committees one on Education for the Aging for which Clark Tibbitts served as chairman until 1954. Under its aegis a handbook was compiled by Wilma Donahue, called *Education for Later Maturity*.[18] This, too, is a landmark in the literature on aging, and important as a research tool, not only because of the recognition of the importance of educational programs in plans made with and for the aging, but also because it gathers reports of activities and studies, as well as detailing scientific investigations into learning abilities of the aging written by those who were making the first explorations into this field.

It included a modest section, "Libraries,"[19] which traced the development of special programs for older people in public libraries and which acknowledged again the debt to social work. The public libraries of Cleveland, Boston, Brooklyn, Chicago, Detroit, Milwaukee, Minneapolis, and Oakland were mentioned as having instituted special gerontological programs. The conclusion was that "the seed has already been planted which will grow into the concept of specialized work for the more mature adult as an accepted phase of general library service."[20]

These first excusions into the gerontological field were only the beginning of library interest in this important area. In 1953, Eleanor Phinney wrote an article stating, "the mushrooming of conferences and institutes and the extensive literature on the subject indicate that these problems are being recognized as imperative."[21] Defining the library's responsibility in this area Phinney writes, "The library can become the focal point for information on aging in all its aspects; the librarian is in a position to contribute largely to the re-education of the community in its attitudes toward aging."[22]

The interest of ALA in experimenting in this field was confirmed in 1954 when it distributed funds from a grant made to it by the Fund for Adult Education of the Ford Foundation. The Cleveland Public Library

was awarded $6,000 to conduct a six-month experimental project aimed at developing educational programs with small groups of older people. The project director, Mildred Dorr, reported on the experiment.[23]

In 1957, the Adult Services Division of ALA established its Committee on Library Service to an Aging Population. This committee was a focal point for both past and future activity in its field and for a period it seemed that its concepts had an influence on all of the division's spheres of interest. The committee's work reached a high point in its Institute on Library Service to an Aging Population held in 1959 during the week of ALA's annual conference. The institute represented another landmark in library concern for the older person, and its proceedings were reported in detail by Ruth M. White.[24]

Also in 1957, Eleanor Phinney's article, "Library Service to an Aging Population, Report on a Post Card Survey," marked the beginning of organized research into this field. She states, "The chief purpose of the survey—to gain some idea of the kinds of services being provided and the location of programs which could later be studied and reported in detail—was amply realized."[25] Two years later the sequel, "Trends in Library Services to the Aging" appeared, based on an in-depth study of "how 140 public libraries in the United States are serving older people."[26] These two articles foreshadow the more detailed *National Survey* of 1971-72.[27]

In Appendix B of Elliott Kanner's bibliography there is an exhaustive list of "Library Literature Citations" which covers the field as it was explored and cultivated during the period 1946-61.[28] The list presents an impressive view of the broad influence which this new possibility for service exerted on every phase of work with adults.

The *National Survey of Library Services to the Aging*, 1971 also contains a bibliography.[29] Of a total of 108 citations, 25 refer to material which appeared before 1961, 48 come from library literature produced after 1961, and 35 also dated after 1961 cite works which have to do with social gerontology. Moreover, of that total, 61 appeared between 1967 and 1971, indicating that the years following 1961 continued to be productive.

There seems to be a renascence of interest in library programs for older people as another generation of librarians begins to make its contributions to this specialization. There are indications in the literature being published now that new directions are about to be taken. The Rhode Island Department of State Library Services, for example, is taking a great interest in the development of special programs for older

adults. One of their experiments is described by Jewel Drickamer in an article, "Rhode Island Project: Book Reviews by Older Citizens."[30] This represents an important step in the direction of bringing about active participation of older people in a library program, an objective often mentioned but seldom attained.

Sheer force of numbers of the old and their steadily growing articulateness are making the nation in general more and more aware of its older citizens. As the increase has progressed since the 1940s, the possibility of this group becoming a political force to be reckoned with looms with accelerating immediacy. Such a possibility adds weight to the need for librarians, as well as other educators, to build programs for the old which help to maintain mental resiliency and the ability to think of the welfare of the society as a whole and not only of their own as a segregated and rejected portion of that society. Such programs cannot be created in a vacuum, but need to be based on study of the field of library gerontology for which there is a growing body of resources for research.

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The 1971 White House Conference on Aging: Implications for Library Services

JEAN-ANNE SOUTH AND
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PREPARATIONS FOR THE CONFERENCE

ON OCTOBER 6, 1969 President Nixon issued a formal call for the second White House Conference on Aging to meet in Washington, D.C., in November 1971:

> Today I am issuing a formal call for the second White House Conference on Aging to meet in Washington, D.C. . . . With careful advance planning and with broad, representative participation, this Conference can help develop a more adequate national policy for Older Americans. I hope that it will fully consider the many factors which have a special influence on the lives of the aging and that it will address precise recommendations, not only to the Federal Government, but also to Government of other levels and to the private and voluntary sector as well.[1]

The President's recognition of the problems of older adults attested to a significant demographic change in American society. One in every ten Americans is 65 or older, and more than 70 percent of these had become 65 since the 1961 conference; the rate of those becoming 65 is 900 a day, or 330,000 a year. The 3,500 official delegates, a few other invited participants and all those who had worked at the state and local levels were representing rapidly growing numbers of the elderly.

In order to develop the more adequate national policy for which the President called, a three-year plan was drafted. The initial year, 1970, was to be the base level of grass roots statements of needs. This was to be accomplished by Older Americans White House Forums on the local community level throughout the nation, from which the needs of

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older people would emerge. These needs, once identified and classified into groups, were then to be assigned to specialists as topics for background papers. Later the papers for each needs area would be assigned to different technical committees. These technical committees, each composed of experts and older people, were then responsible for culling from the background papers issue statements which had surfaced from the specialists' treatment of the needs expressed in the local community forums.

The last phase—the definition of issues in each of the needs areas—was to be completed by the beginning of 1971. Between January and May 1971, the resultant issues statements were to be submitted to two different streams of activity. On the one hand, during this period Community White House Conferences on Aging and State White House Conferences on Aging were to be held consecutively. First, the Community White House Conferences on Aging would give rise to policy proposals dealing with the issues in each of the needs areas. These policy proposals would then go to the State Agencies on Aging Task Forces, where they would be collated and transformed into policy recommendations. Finally, these policy recommendations would then be fed into each of the State White House Conferences on Aging, from which state recommended policy would come.

On the other hand, during the same period, National Organizations Task Forces would also consider the needs areas and the issues statements prepared by the technical committees, making their determinations of recommended policy without the use of an intermediary group. From these two streams of activity, policy proposals and recommended national policy were to come. In this way, the activities of all task forces would build toward the objectives of the conference itself.

From the two streams delineated above, the policies recommended would be fed into the fourteen technical committees—one for each needs area. These committees) be responsible for compiling and organizing the policy recomm ɔns in workbooks for each needs area, with recommended and alternate policy recommendations on each issue. A first needs areas group comprised: income; health; housing and environment; nutrition; education; employment and retirement; retirement roles and activities; transportation; and spiritual well-being. A second needs area group included: planning; training; research and demonstration; services, programs and facilities; and government and nongovernment organizations. These workbooks with the issues and compiled policy recommendations would then comprise the

basis of the November-December 1971 White House Conference on Aging. The third year—1972—would be the follow-up or implementation year of the conference, some account of which is given later in this paper.

During the summer of 1970 nearly 400 national organizations responded to invitations to participate in the conference. The ALA was among those responding, and agreed to participate in the planning and to name delegates to the conference. During the period of preparation for the conference there were a number of problems, some related to budget difficulties in underwriting expenses for ALA's delegates, and some rising from uncertainties as to how many delegates actually would be allowed to national organizations. To start out, the authors of this paper served as ALA's representatives and worked as members both of Education Task Force #1, and of the Task Force of National Organizations.

There followed a series of meetings of the Education Task Force #1, and of a smaller steering committee which dealt with some of the complex problems of definition and clarification which were needed before the task force could complete its work, and on which South and Drennan both served.

The National Organizations Task Force on Education #1 met for the first time on February 2, 1971 in an all-day session to orient all national organization representatives to the purposes of the task forces, as well as to the goals of the conference. These conference goals were:

1. To increase public awareness of the needs of older people;
2. To bring about the formulation of a realistic national policy;
3. To encourage greater commitment to the aged by voluntary organizations;
4. To delineate a clearer and stronger role for the Commission on Aging;
5. To bring about stronger and more effective state agencies on aging;
6. To provide for more systematic planning and programming at the community level;
7. To allow for older people to assume the responsibility for meeting their own needs, and for contributing to the community;
8. To propose new legislation at the federal level; and
9. To provide for pilot demonstrations.

Representatives of national organizations learned that the product desired from the conference was not so much recommendations for long-range goals or specific program actions, as policy recommendations—these being broad principles or plans for action (e.g., legislation

to be enacted for funding preventive health service programs for older people). Again, the process from which the policies would arise would be: (1) a consideration of the needs which had been identified, (2) the consideration of issues which would have to be resolved in order to attain fulfillment of needs, and (3) the drafting of policy proposals which would resolve these issues.

Some of the criteria against which these policies would have to be tested were: (1) compatibility with the values of older people, (2) clarity, (3) feasibility, (4) realism in terms of cost, (5) likelihood of support, (6) benefit to other elements of the population, and (7) location within the responsibility for action by public or private agencies.

There had also been a request for each organization to submit a general position paper. The ALA's official position in the field of aging was the statement, "The Library's Responsibility to the Aging," which was revised and adopted by the board of directors of the Adult Services Division in 1970.* This statement was an attempt to determine the needs and services for the aging, and to encourage local libraries to meet these needs in ways appropriate to their local situation.

Immediately after the first National Organizations Task Force meeting, Drennan and South decided to pursue two routes of action. The first was to involve the Bureau of Libraries and Educational Technology in an awareness of the activities of the White House Conference and its implications for libraries and librarians; the second was to involve more librarians in the task force activities.

With this intent, a report was sent to the associate commissioner of the U.S. Office of Education's Bureau of Libraries and Educational Technology, Burton E. Lamkin, on the education task force and library involvement in this effort. Then a member of the ALA headquarters staff, the chairman of the Adult Services Division Committee on Library Service to an Aging Population, and librarians and other interested individuals, mainly from the Maryland-Washington, D.C. area, were invited to discuss appropriate librarian involvement in the endeavor. Lawrence Carlson, chairman of the Task Force on Education #1, and representing the Institutes of Lifetime Learning, a service of the National Retired Teachers' Association and American Association of Retired Persons, and Wilma Donahue, a representative of the White House Conference on Aging staff and the Administration on Aging, were present as consultants. The plan of operation for the conference was clarified,

* The 1971 revision of this statement is quoted in Javelin's paper in this issue. The addition appears as the ninth responsibility.

and possible activities, statements and publicity which could be undertaken by the ALA were discussed. The result of this meeting was the distribution and/or publication of announcements, letters, etc., to involve librarians in activities at state and local levels. ALA already had produced a leaflet, "A Guide to Library Cooperation," which received wide distribution.[2]

In addition, Burton E. Lamkin, in response to a request from U.S. Commissioner of Education, Sidney Marland, for a statement of his action priorities for 1971-72 and 1972-73, placed library services to the aging on his list of priorities. A small intra-bureau committee was set up to respond to this bureau priority. Suggestions which came from this small task force were: a nationwide survey of the extent of commitment of libraries to serving the aging, and a library pilot demonstration project of library services for the aging. During the early spring of 1971, Lamkin followed up on these suggestions. In this case the librarians were not waiting to be prodded into action by the findings of a national conference.

Sponsorship of the survey of existing library services to the aging was assumed by the Cleveland Public Library and the work was contracted out to a research firm—Booz, Allen and Hamilton. This national survey was scheduled to be completed early enough to provide up-to-date information on the scope and extent of library services to the aging for distribution to the delegates to the national conference; this was accomplished in the brochure described later in this paper.

Another suggestion, that of a demonstration project for library services to the aging, was also receiving much attention in the Office of Education during this period. The aim was to persuade an association of older people to undertake the design and implementation of such a demonstration. This was in keeping with what had become the policy of the entire White House Conference—go to the people for whom you are designing the services, get them both to state their needs and to assist in designing the means of implementing a solution. Work on this project was to continue through the summer and fall of 1971 before coming to fruition, as a joint project of the Institutes of Lifetime Learning and the Bureau of Libraries and Educational Technology.

During this period the smaller steering committee of the Task Force on Education #1, on which South and Drennan were also serving, worked to define (1) the word "education," (2) the position of education in relationship to other needs areas, (3) the real issues involved in the education needs of the aging, (4) the need for preretirement edu-

cation and education for aging, and (5) the realistic parameters of the task of policy formulation for satisfying the education needs of the aging.

The results of these deliberations were instrumental in guiding the task force to its final policy proposals. Some of the most important are, therefore, presented here: "education" as considered by the task force was to be defined *either* as "learning for survival and for self-development," *or* as "learning to live—participation and involvement—learning includes companionship because of the need for gregariousness, personal growth, adjustment, and reconstruction of experience." It was recognized that these definitions bore little resemblance to those commonly used by educators. "Retirement" was to be defined as "the change from a work orientation, with its economic implications, to a more nonwork orientation, with different economic implications."

The parameters under which policy would be formulated were defined as: (1) to provide accessibility to learning situations for individual retirees, (2) to educate society at large to a realistic view of the needs and realities of old age, (3) to bring about institutional change, and (4) to carry out research in all the above-mentioned areas. It was further realized that there should be two key elements: an openness in accessibility to learning situations for the aging, and the development of a change in philosophy on policy on aging.

In the final working meeting of the entire Task Force on Education #1, library services were particularly mentioned as an essential action item necessary to the future of education of older people. Such an action item was adopted by the task force before the end of the meeting. However, when the report was synthesized and collated with the report of Education Task Force #2 which had met in Chicago, the recommendation was placed as a formal policy proposal reading: "We recommend that the Library Services and Construction Act be expanded to include an additional title to provide library services for the Aging."

When the Technical Committee for Education compiled the State and National Organizations Task Forces' policy statements, it was seen that special funding for library services for the aging had been expressed as a priority need by many states at their state conferences for the White House Conference on Aging. The result was that the recommendation stated above for a special title under the Library Services and Construction Act went into the National Conference Workbook on Education unchanged as a policy recommendation. (The complete re-

port of both Education Task Forces appears in the appendix to this article.)

Among the background recommendations of the first White House Conference in 1961 had been a general recommendation concerned in part with libraries: "Develop special library services and activities about and for Aging in the local public and private libraries under government and voluntary auspices; provide Aging education programs in community leisure-time services, recreation and group work facilities and agencies and all agencies and activities serving the elderly."[3]

By the time of the conference, some perspectives on the status of library services to older adults in the 1960s were becoming available. The research team for the *National Survey* of library services, sponsored by the Cleveland Public Library and funded by the U.S. Office of Education, had raced to complete the preliminary brochure which would furnish the delegates with a sketch of current library services specifically designed for older adults. Through the generosity of the Cleveland Public Library, 2,500 copies of *Opportunity and Potential: The Public Library's Response to the Older Citizen*[4] were briefly available; the brochure was so popular that in one conference evening it had become rare.

While the completed study was to appear later in the year, the brochure gave some view of the posture of public libraries in relation to services to older adults. Some of the exemplary programs cited had grown out of the concern of particular librarians, the U.S. Office of Education and the Administration on Aging. While more exemplary programs could be identified, the authors admitted that there had been a serious lag in development since the 1961 White House Conference.

The parent study, *National Survey of Library Services to the Aging,* was to report that those public libraries considered to have relatively advanced programs for older adults were giving such programs a low priority relative to program development activity for other age groups.[5] From the sample, less than 0.5 percent of all funds were budgeted for specific programs for the aging.

The *National Survey* noted that state librarians, too, gave the lowest program development priority to the aging. The budgets of the state library agencies for programs for the aging totalled less than $400,000, including an undetermined amount of federal funds, in the decade between the two White House Conferences.

Federal funds for libraries had rarely been allocated for service to the aging. Those programs that could be identified were estimated at

less than $2 million since 1967. From 1967 to 1971, the Library Services and Construction Act had contributed an estimated $1.3 million, or 0.4 percent of total appropriations. About $300,000 or 0.3 percent of the total amount appropriated by the Older Americans Act had been directed to assisting library purposes during the same period.

During the 1960s a satisfactory development had been inhibited, the *National Survey* argued, by these factors:

> Lack of recognition of services to the aging in the federal, state and local public library plans, programs and organizational structures.
>
> Lack of adequate interest, awareness and understanding by local communities and public libraries of the aging and the library's potential in meeting such needs.*
>
> General financial stringencies facing most public institutions, including the public library, resulting in inadequate public and philanthropic funds for developing and testing new programs of service to the aging and providing adequate numbers and types of materials, such as large-print books.
>
> The need, in many localities, for improved or modernized facilities and equipment which accommodate group activities and special events for the aging.[6]

The survey enlarged upon reasons for failure to attain optimum development. Twenty public libraries having the largest numbers of aging in their service areas averaged slightly over one-half a full-time equivalent employee for 10,000 aged. In these selected libraries 63 cents per capita was expended on the group concerned. (For all libraries responding the expenditure averaged 19 cents per capita.)

A few outstanding libraries had been able to transcend public, professional and governmental apathy to mount exemplary programs for older citizens. While their efforts were reassuring, the public library's achievement as an institution in the decade between conferences had not approached the ardent hopes that the library conferees had held in 1961. One reason for this failure to meet expectations can be found, the authors believe, in some of the contradictions of the social policies of the 1960s.

White House conferences are gatherings of advocates and, like weddings, they are inspiring ceremonies whose successes (or lack of them) will be realized later. The Administration on Aging was an achievement of the 1960s. Medical assistance was also a positive contribution.

* It was the writer's observation that many, perhaps most, of the older delegates at the conference exhibited a sturdy independence and a reluctance to claim "something for nothing," arguing rather that their contribution to American society was so self-evident that the formation of interest group activity would be somewhat unnecessary.

The congress, particularly the senate, through its Special Committee on the Aging, had maintained a strong interest in the federal assistance role.

But the social legislation of the years of the Great Society tended to minimize the needs of older adults. Much of this legislation was aimed at assisting poor people. Although the retirement date for older adults is too often a ticket to instant poverty, most new social programs did not specifically relate to strengthening the life chance of older adults.

Another irony obtained. The small number of librarians in local, state and federal agencies who had convened in Washington, D.C. in 1961 as advocates for stronger older adult services could not initiate or sustain such a leadership role. Many of them had their attention directed to legislatively mandated antipoverty programs of the 1960s. The cadre of library leaders and committed practitioners with a social orientation were too few to support a continuing interest, particularly a voluntary interest, in the needs of the older adult when other important legislative programs endowed with substantial federal resources were requiring a good deal of public administrative attention. In sum, the perceived needs of older adults were not central to a stronger library services program. However, survival factors placed upon older persons were becoming more critical. In 1967, 20 percent of the aged were poverty stricken, only 5 percent had more than $10,000 in annual income and most (57 percent) could not attain a moderate income of $4,000 annually per couple.[7]

A couple in the 65-69 age bracket, having an income of slightly over $4,000 a year could look forward to the probability that, like that of couples who had entered their seventh decade, their income would have shrunk to $3,000 when they reached those years, and that later in that decade, they would be making do with $2,800 annually.

The Second White House Conference on Aging in Operation

The second White House Conference on Aging opened in Washington on Sunday evening, November 28, 1971, and concluded at noon, Thursday, December 2. Some 3,000 representatives attended this conference, whose precursor had been convened by President Eisenhower in January 1961, in the closing days of his administration.

As a result of the policy planning choice of conference officials which laid emphasis on the attendance of the aging themselves as delegates, librarians, like other persons representing concerned supporting groups, were not numerous. By the opening day of the conference,

ALA, finding itself limited to two delegates where it had hoped for four, sent as its official representatives the chairman of the Committee on Library Service to an Aging Population, Leslyn Schmidt, and Ira Phillips, executive secretary, Association of Hospital and Institution Libraries, ALA, who between them had carried much of the responsibility for preparations for the conference in the library field. South and Drennan retained their conference status by attending as appointees of the U.S. Office of Education, with the latter serving with Eleanor Dolan as education technical support from the Office of Education in the subsection meeting. Delegates in these sections soon became aware, whatever their educational concern, that survival factors, as they came to be called, had critical priority for the conference in general. Nutrition, housing, medical aid, income and retirement policies were factors that could not but capture the concern of all the delegates.

Yet early in the week, Education Subsection Five participants were discussing needs that related directly to library services. Information services sufficiently detailed and responsive, furnished through a delivery system specifically designed to assist older adults, were identified by participant after participant as a felt need without reference to the library as a place from which such services might originate.

Adult education opportunities with relevant course content, hours of presentation and accessibility site also had high participant interest. In general the issues with which the Education Subsection Five were asked to deal did not evoke intense debate. One, however, aroused strong disagreement, and one evoked wide approval. Issue 6 read: "Should education (a) place emphasis on the development by older persons of greater collective (group) influence (or power) in political processes in meeting their needs or (b) should it concentrate mainly on instruction in more effective use of political processes on an individual basis?"[8]

The origin and intent of issue 6 were questioned. Opposition was especially pronounced to the seeming suggestion that older adults should form themselves into a conscious pressure group utilizing education as a means for collective action. The idea struck many as unconscionable. The subsection opted for an individual "civics" approach to education and political process. In doing so, the delegates were expressing the characteristically high value they consistently placed upon personal independence and their need to see themselves as free-standing individuals.

The educational issue devoted to libraries which surfaced in Education Subsection Five drew general interest. This was the issue originally

expressed as an endorsement of special program assistance to library services for older adults, to be contained in an amendment to the Library Services and Construction Act. The continuing concern of the delegates during three days of subsection meetings, that opportunities for lifelong learning be strongly enhanced, could not but reinforce their perception of the need for an accompanying statement on library services for older adults. Tuesday afternoon the delegates of the subsection worked out an amplified statement of need to accompany the amended LSCA recommendation. This is the statement that appears in the final recommendations:

> Public libraries serve to support the cultural, informational and recreational aspirations of all residents at many community levels. Since older adults are increasingly advocating and participating in lifetime education, we recommend that the public library, because of its nearby neighborhood character be strengthened and used as a primary community learning resource. Adequate and specific funding for this purpose must be forthcoming from all levels of government and most importantly from private philanthropy.
>
> We recommend further that the Library Services and Construction Act be amended to include an additional title to provide library services for the older persons.[9]

The library recommendation received overwhelming approval at the Education Section meeting of December 1.

The method for financing an amended Library Services and Construction Act title, however, produced much discussion. One viewpoint advocated that state or local matching funds should be required as a condition of eligibility for the proposed legislation. A second viewpoint held that a minimal requirement of matching assistance should prevail, and a third viewpoint was that no matching should be required. The vigorous debate in the subsection reflected the sturdy independence expressed on issues throughout the conference. When the vote was taken to close the debate, the language agreed upon for presentation to the full section was as follows: "Where matching funds are required for Federal education programs aimed to assist older persons, it is recommended that life long contributions toward building this country by the now elderly be considered as suitable compensation in lieu of 'matching funds.' "[10] The "in lieu of matching" proposal drew a vigorous floor fight in the session of the general education section. Two voice votes gave indistinguishable results and finally the only teller vote of the session produced a victory for the "no matching" requirement.

One other issue aired by nearly all the conference delegates was that of assigning a federal agency with responsibility for concern for the elderly and determining the status of that agency or agencies. The problem was a difficult one, and the Education Section's solution cannot be said to be clearcut. Essentially the section voted to make the Administration on Aging an independent agency within the Department of Health, Education and Welfare while urging the creation of a "Division of Education for Aging" within the United States Office of Education.[10]

In his remarks at the closing session, President Nixon said he regarded the conference as a beginning. To assure its accomplishment he announced the appointment of conference chairman Arthur Flemming to direct a continuing unit to oversee the implementation of conference recommendations. Librarians departing in the general bustle could consider that a very specific recommendation had been included to strengthen library services for older adults.

Since the Conference Ended

Since the conference, several other beginnings have occurred within the federal government. In the House of Representatives, Congressman Brademus introduced the Comprehensive Older Americans Services Amendments of 1972 (HR 15657) as an amendment of the Older Americans Act of 1965. The Committee on Education and Labor gave favorable consideration to the proposal. The amendment passed the house and senate. Three amendments relating to library services to older Americans were contained in the legislation:

> A new Title IV would be added to the Library Services and Construction Act authorizing the Commissioner of Education to carry out a program of grants to the State for older readers services. . . . The grants could be used for:
>
> —the training of librarians to work with the elderly,
> —the conduct of special programs for the elderly,
> —the purchase of special library materials for use by the elderly,
> —the payment of services for elderly persons who wish to work as assistants on programs for the elderly.[11]

The legislation also amended the National Commission on Libraries and Information Science Act to enable the commission to conduct surveys and analyses of the library and informational needs of elderly persons. On October 30, 1972, President Nixon withheld approval of the Older Americans Act amendments. In his objections to the amendments he held that although he supported some of the goals of the legislation

he had the following objections: "The Older Americans Act includes a range of narrow categorical service programs which would seriously interfere with our effort to develop coordinated services for older persons."[12]

A further beginning was made when the Bureau of Libraries and Learning Resources (then the Bureau of Libraries and Educational Technology) moved to attain Associate Commissioner Lamkin's priority of strengthening library services to older adults through agreements with the Cleveland Public Library, with the State of Rhode Island, and with the Institutes of Lifetime Learning.

The Cleveland Public Library had completed its initial survey of library services to older adults; the Office of Education renewed its contract to the library, enabling it to make a more comprehensive examination of such services. This second survey has recently been published as the *National Survey of Library Services to the Aging (Second Phase)*, December 1972. In agreement with the State Library of Rhode Island, the bureau was able to furnish assistance for the creation of experimental library delivery systems to aged patients in selected mental and custodial institutions. Deirdre Donahue was selected by the state as project director for the research and demonstration effort. The implementing phase of the project was planned for completion in late June 1973. In line with its plan to involve older adults in the conduct of their own activities, the bureau joined with the Institutes of Lifetime Learning in the demonstration of innovative styles of library programming for older citizens in urban and rural areas of Kentucky, plans for which are mentioned earlier in this paper.

No final assessment can yet be made of the results of the 1971 White House Conference on Aging. Much remains to be done at all levels of government and in all ranks of society. For one who had the privilege of meeting and working with the delegates of the conference there remains no doubt that they have made their argument and exhibited the ability to respond to the survival needs and to nurture their own spiritual resources and those of all older adults.

This article does not represent the official opinion and/or policy of the U.S. Office of Education and errors and omissions are solely the responsibility of the authors and editor.

Appendix

REPORT OF EDUCATION TASK FORCES #1 AND #2

Preamble

In making recommendations for a National Policy on Aging, the Task Forces on Education emphasize certain qualifications and general principles.

While we are responsible for policy statements on education, we point out that millions of older people today exist under the most degrading circumstances on an income that stifles rather than stimulates interest in education or any creative activity.

Older people are inordinately preoccupied with the ominous problems facing them—low income, cost of health care which is constantly rising, inadequate and short-supply housing accommodations priced within their income range, minimum employment opportunities, transportation problems, and lack of resources for maintaining and strengthening their independence in living.

It will be hard to believe that we are serious about educational problems, if we fail to recognize that Social Security benefits must be vastly increased, and that the demeaning aspects of Old Age Assistance must be eliminated.

Many of the problems of the aging, as with the problems of the young and middle aged, grow out of the complexities of a technological culture in which the speed of social change in increasing exponentially.

We reaffirm in the strongest terms the historic American principle that every citizen has a right to the best educational opportunity possible and we claim this right for the aging.

The attack on the problems of the aging is not merely a question of stimulating government or private agency action. It is a matter of sensitizing the nation to a human situation whereby our cultural life is being deprived of the vital contribution of experience, talent and judgment to be gained from the aging while millions of our senior citizens are deprived of their right to cultural enrichment, human dignity and growth.

We strongly affirm that any attempt to deal with the problems of the aging must include their voices in every step of the decision-making process.

We would remind the delegates of this Conference and the National Administration that the measure of the seriousness of this expression of national concern will and must be judged by the level of government expenditures appropriated to work on these problems as will the vitality and creativity of the voluntary and private agencies that address themselves to this concern.

Integrated Policy Recommendations on Education

Issue 1: If public expenditures for education for older people are increased, should the size of the expenditures be related to: (a) the proportion of older people in the total population, or (b) their remaining life expectancy?

Policy Proposal: We recommend as a national policy the reaffirmation of the basic right of all Americans to education, and that this be reflected in a higher amount of public expenditures allocated for education of the aging based on their needs and interests and related to the proportion of the older people in the total population.

Alternate Policy Proposal: Provide funds within each community (community decision as to apportionment) for creating education opportunities in the communities for older people.

Issue 2: Should money and manpower devoted to providing educational opportunities have a higher priority among the various services provided for older people than is now the case? Or, should education for older people be allowed to remain at its currently low level of emphasis and support in relation to support for health services, housing, etc.

Policy Proposal: We recommend it be national policy to promote the quality of life for older people and enhance their effectiveness in contributions to society by giving increasing recognition to their educational needs and by making education an integral part of all programs designed for them.

Alternate Policy Proposal: None

Issue 3: Should responsibility for initiating, supporting, and conducting education for older people be vested in the established educational system, beginning with the U.S. Office of Education and extending through State educational agencies to universities, community colleges, and local school districts? Or, should the responsibility be placed with specialized agencies serving older people, the Administration on Aging, State agencies on aging, and corresponding agencies at the community level?

Policy Proposal: We recommend it be national policy that the U.S. Office of Education initiate and support education for older people conducted by educational systems of the states, municipalities, community colleges, universities, local school districts and voluntary agencies.

Alternate Policy Proposal: We recommend it be national policy to vest responsibility for initiating, supporting and coordinating education for older people within one centralized agency at the Federal, State and community levels.

Issue 4: Should education for older persons be: (a) conducted apart from or (b) integrated with education for persons at other ages?

Policy Proposal: We recommend it be national policy that education for older people be provided separately or integrated with education for persons of all ages according to how needs of older people may be served best.

Alternate Policy Proposal: None

Issue 5: In view of the limited financial resources available, which should receive the highest priority: (a) research and innovation, or (b) expansion of existing programs having a demonstrated record of success?

Policy Proposal: We recommend it be national policy to provide funds for research including identifying needs, demonstration, experimentation, innovation, and evaluation in education for the aging.

Alternate Policy Proposal: None

Issue 6: Should education (a) place emphasis on the development by older persons of greater collective (group) influence (or power) in political processes in meeting their needs or, (b) should it concentrate mainly on instruction in more effective use of political processes on an individual basis?

Policy Proposal: We recommend it be national policy that educational programs be instituted by the appropriate groups, as part of other educational activities, to educate the elderly in the effective use individually of the political system to meet their needs.

Alternate Policy Proposal: None

Issue 7: In the light of scarce financial and manpower resources, which should be given the higher priority: (a) educational services to those most ready and most in the habit of participating, or (b) education for those hidden, relatively unknown and difficult to reach?

Policy Proposal: We recommend it be national policy that educational opportunities be afforded all older people, with special effort made to reach those who for reasons of low income, health or social circumstances or ethnic status are less likely to respond voluntarily.

Alternate Policy Proposal: None

Issue 8: Should available facilities, manpower, and funds be used for educational programs designed and offered by educators to the elderly on the basis of their presumed needs and interests? Or, should such support be available only when older people request educational services and participate in developing them, or develop and conduct the program themselves?

Policy Proposal: We recommend it be national policy that decisions relative to policy formulation and implementation for the education needs and interest of the aging be based on procedures and practices which assure full and adequate participation of the aging population at every level. Further, that the older people be encouraged to use their special skills and wisdom in meeting the educational needs of other age groups, and that they be honored and rewarded commensurately for such services.

Alternate Policy Proposal: None

Additional Policy Proposals

Following are additional policy proposals which developed during the meeting of the two Task Forces. While they relate generally to the Background Paper, they are not in response to the "Issues" presented in the Workbook, nor have we found it necessary to state the issues in the format used in the Workbook.

Issue 9: Pre-retirement education

Policy Proposal: We recommend it be national policy to expand and/or establish retirement education programs, using a variety of delivery systems, to help all people prepare for aging and its special challenge as an integral part of preparation for the entire life span, dealing with both psychological adjustment and the more obvious coping problems.

Alternate Policy Proposal: We recommend it be national policy to ex-

pand and/or establish retirement education programs within such critical areas as government, industry, labor, voluntary organizations or services, and elsewhere as determined by local conditions and situations. These programs to include training in gerontology, development of standards of training, program design, and techniques for evaluating the effectiveness of retirement education activities.

Issue 10: Special training and funding needs in education for the aging.

Policy Proposal: We recommend it be national policy to establish and fund nationwide training programs for teachers, counselors and program directors to advise and assist them to help change attitudes of younger people toward older people, to deal effectively with consumer problems, and to cope with such other critical areas as family relationships, changing role responsibilities, increasing dependency and approaching death.

Alternate Policy Proposal: We recommend it be national policy that public funding through a system of grants be made available to professional and allied professional schools to develop courses on aging in their curricula; that a system of national scholarships be made available for continued learning by older citizens; and that public institutions of higher learning be advised to open their doors without discrimination to persons 60 years old and over for continued involvement in education.

Alternate Policy Proposal: We recommend that the Library Services and Construction Act be expanded to include an additional title to provide library services for the aging.

Issue 11: Television and other delivery systems.

Policy Proposal: We recommend it be national policy to require the Federal Communications System to make channels available for education for the aging, and further, that the U.S. Office of Education be required to develop Educational Television programs dealing with aging and retirement education, using in part at least, the SESAME STREET approach, and that all information and entertainment media be encouraged and supported from public and private funds to develop formal and informal programs for aging.

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July, 1973, *Research in the Fields of Reading and Communication.* Editor: Alice Lohrer, Professor, Graduate School of Library Science, University of Illinois, Urbana-Champaign.

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